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CHILD SUPPORT ENFORCEMENT:

Unequal Protection Under the Law

By
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Edited by
Juanita Duggan

Preface by Senator Russell B. Long

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THE CHILD SUPPORT ENFORCEMENT PROGRAM: UNEQUAL PROTECTION UNDER THE LAW

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Preface

In the early 1970's, the Senate Committee on Finance recommended and the Congress enacted a major new program of child support enforcement. This program was designed to correct widespread neglect of this important function of government which the Committee described as "not an area of jurisprudence about which this country can be proud." This program has many substantial accomplishments. Each year it helps to collect billions of dollars of child support and assists hundreds of thousands of children to locate absent parents and to have their paternities determined. But much of the job remains undone. Many children still do not receive any support or receive only a portion of what is rightfully due to them. The recently enacted child support amendments of 1984 provide States with better tools and incentives for more effective programs of child support enforcement.

The authors of this book have gathered together a large body of information on various aspects of State child support activity. I believe the States will find this information useful as they set about assessing their strengths and weaknesses in the process of implementing the 1984 child support amendments."
The improvement of our child support enforcement and paternity determination efforts is an important priority for the States and for this country. I commend these authors for their contribution to that objective.

— Senator Russell B. Long
Ranking Minority Member
and former Chairman of
the Senate Committee on
Finance

Foreword

As divorce, desertion and illegitimacy rates have soared over the past several years, Congress has passed a vast array of legislation to establish and enforce the absent father's* financial responsibility for his children. Is Congress' job done?

Under the authority of federal legislation, state child support enforcement agencies opened 2,420,957 new cases in 1984. Each case was opened in order to establish and enforce the financial responsibility of an absent father. Yet the total number of cases with support collections increased by only 86,663 from 1983 to 1984. Pennsylvania and New Jersey added more than 10,000 new payors. Ten States ranging from Michigan to Florida to Colorado to New Hampshire had FEWER total payors in 1984 than in 1985.

Until recently, the federally funded, State operated child support programs were essentially self-evaluated, focusing mainly on modest increases in total support collected. (Some of the increase was actually due to more effective State reporting of previously unavailable data. The computerized federal tax refund intercept project now collects a quarter-billion dollars at virtually no cost or effort on the part of the States. This also inflates the apparent success of the State programs.)

In 1983, the U.S. Bureau of the Census painted a startling picture. Of 8.4 million female-headed households in 1982, only about 1 million, or 12%, got as much as $200 per month in child support over the full year. Another 1.9 million got an average of $25 per week. The remaining 5.5 million, absolutely nothing.

Meanwhile, the National Center for Health Statistics reported 715,227 illegitimate births in 1982. State child support agencies established paternity for 172,564, only 24% of the opportunities with which they were presented.

Faced with Congressional questioning of the slow pace at which the State child support programs were expanding to meet their total responsibilities, the president of the National Council of State Child Support Enforcement Administrators, Michigan's Jerry Brockmyre said, "I think that, contrary to what we have heard in some places, the child support program to date has been a tremendous success. I think that our problem is that we have been too good in some ways . . . "[1]

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*It should be noted that there are a few cases in which the absent parent who is or should be ordered to pay child support is a mother. The vast majority of absent parents, however, are fathers. For the sake of simplicity, the author refers to absent parents as fathers.

[1] Senate Hearing 98-673 January, 1984; p. 321.

Is the child support program a "tremendous success"? Or is it in need of drastic improvement? If it were judged by the rate at which it contributes to the financial well-being of the 16 million children in 8.4 million female-headed households, it would be clear that it needs drastic improvement. The federal committment has been made. Further improvement is the responsibility of State initiative.

Federal law signed by President Reagan in 1984 requires the Governors of each State to establish a Commission to examine and report on child support enforcement in their State.[2] The National Forum Foundation presents this report to assist State commissions in targeting problems by presenting data on a State-by-state and national basis.

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[2] Public Law 98-348 Sec. 15. (42 USC 601, 651, 645, 667)

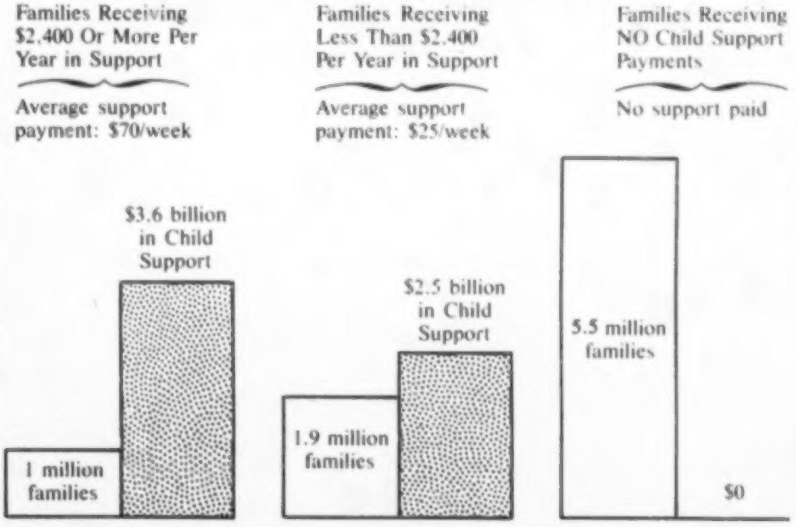
I. INTRODUCTION

The National Forum Foundation provides this report to prompt public interest and to provide help to states to deal with what is widely believed to be at the root of one of the most important social and economic problems today: the breakdown of the family, the feminization of poverty and their damage to our society.

As welfare rolls spiraled in the early 1970's, Congress and the Nixon Administration sought new ways to help control mounting costs to the working taxpayer. A few States were quite successful in collecting child support payments from absent fathers to offset welfare costs; most were not. In the hope of bringing all States to a reasonable level of support collection, Part D was added to Title IV of the Social Security Act in 1975. Officially named the "Child Support and Establishment of Paternity" program, it is usually abbreviated "IV-D" or "4D" from its legislative birthplace.

In May of 1983, the U. S. Bureau of the Census dropped a bombshell. It published a report[3] that revealed the magnitude of the economic problems of 8.4 million American mothers raising children whose father was not in the home. In concern over the

CHART A
WHO RECEIVES CHILD SUPPORT?



Source: "Child Support and Alimony: 1981", U.S. Bureau of the Census, Table 3 findings in the Census report, members of Congress and the Reagan Administration have described the plight of those mothers and their children as a national disgrace. The following chart shows how the $6.1 billion in child support was allocated among the 8.4 million female-headed households.

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[3] "Child Support and Alimony: 1981," U.S. Bureau of the Census, Table 3.

Only 1 million households average $200 or more in child support per month over the full year, with an average (mean) amount of about $70 per week. Another 1.9 million families receive an average of $25 in child support per week; hardly a significant contribution to the needs of growing children in America today.

This means that approximately 5.5 million female-headed households receive absolutely no contribution from the absent father of the children. These households are either totally dependent on the mother's income, or, if they are on welfare, dependent on the average working taxpayer.

The 4D child support enforcement programs, operated by States with substantial federal funding and enabling legislation, have been in existence for ten years. Their primary function is to collect and distribute child support payments.

In 1984, 4D programs opened some 2.4 million cases due to illegitimate births, desertions, separations and divorces. The primary objective of 4D is to see that the father meets his financial responsibilities to his children. Nationally, the number of cases with collections from absent fathers increased by only 86,663; a 3.6% penetration into the flood of new cases.

Also in 1984, over a million child support cases were "closed," effectively writing off uncounted billions of dollars that fathers remain legally obligated to pay, because such debts are legally enforceable even after the children reach adulthood.

With millions of new and backlogged cases, and thousands of pages of State and federal statutes to make it work, 4D appears overwhelming in its size and complexity. Certain distinct areas can, however, be evaluated on an objective basis. Also, legitimate comparisons may be drawn between States with highly similar population characteristics.

President Reagan has said, "Programs like this, [4D] . . . are not only aimed at justice for the children, but also at encouraging ethical behavior and bolstering vital social institutions like the family." Are child support programs now vigorously and effectively meeting the challenge they face? Or are they just another part of an over-spending, under-achieving, uncaring and self-serving welfare-state bureaucracy?

In an effort to address such questions, the largely technical child support enforcement amendments signed into law in August of 1984 included the requirement that, by December 15, 1984, the Governor of each State must appoint a Child Support Commission to, ". . . examine, investigate, and study the operation of the State's child support system for the primary purpose of determining the extent to which such system has been successful in securing support . . . giving particular attention to such problems (among others) as . . . the availability, cost and effectiveness of services . . . and the need for additional State or Federal legislation to obtain support for all children.

"Each State Commission . . . shall be composed of members appropriately representing all aspects of the child support system, including custodial and non-custodial parents, the agency [administering child support], the State judiciary, the executive and legislative branches of the State government, child welfare and social services agencies, and others.

"Each State Commission shall submit to the Governor of the State and make available to the public, no later than October 1, 1985, a full and complete report of its findings and recommendations. . . ."

Analysis of child support and related population data reveal an extraordinary contrast of statistical characteristics between States. If all States performed all 4D functions at the level of the "top" State, millions of children and their mothers would benefit. Also, the costs of welfare, borne by the working taxpayer, would begin showing signs of long-term control. One objective of this report is to identify States with significant accomplishments, so that realistic targets and schedules can be set by States with similar population traits and financial resources, but with inferior performance rates.

Recognizing that Congress provided tools and weapons, not solutions to the problem of child support, Senator Charles Grassley of Iowa stated upon Senate passage of the Child Support Amendments on April 24, 1984, "Our work will not end with the passage of this measure [the 1974 child support amendments]. We need to continually monitor the effectiveness of the program changes and their implementation by the States."

Support for 4D, although unanimous, was not blind to the realities of government. Senator Daniel Moynihan, speaking to New York's welfare commissioner, who was pleading for more federal welfare money with fewer restrictions, noted that the New York child support program spends on 4D administration about as much as it collects in child support. When limply promised "some improvement," Moynihan chided: "I know that you can show improvement, but I would like you to show a little indignation. I would like to have the New York State government say, it is a goddam outrage, and do it on behalf of the people who need your help and not the bureaucrats who get your pay. . . . How could you come down here and ask for help in the face of the overwhelming evidence of an insubordinate and incompetent bureaucracy that gets the money. . . . It is a system of feeding the sparrows by feeding the horses."[4]

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[4] Senate Finance Committee Hearings on H.R. 7200; 95th Congress; pp. 294–5

II. THE NEW FEDERAL ROLE IN CHILD SUPPORT

Constitutionally, the power to assess and collect child support lies with the judicial branch of government. Why is 4D, federally administered by the Department of Health and Human Services and funded through the Social Security Act?

The primary source of legislation for the child support enforcement program over the past ten years has been the Senate Finance Committee. Although much of the initial impetus for child support legislation came from Senator Russell Long, assisted by professional staff member William R. Galvin, the legislation quickly gained, and has maintained wholehearted, bipartisan support.

In 1974, Congress and the Administration formally established the federal role in promoting child support enforcement by adding Part D to Title IV of the Social Security Act. The Social Security Act is made up of twenty "Titles" such as Medicaid; Medicare; Social Services; and Aid to the blind, aged, and disabled.

Title IV, Part A is the Aid to Families with Dependent Children (AFDC) program. About 90% of all families on AFDC are eligible for one of four reasons:

1. UNWED MOTHERS: One or more children are born out of wedlock. The mother and her children qualify for AFDC if the father is not contributing a sufficient amount to the costs of raising his child(ren);
2. DESERTION: A (married) father deserts his family without obtaining a divorce or separate maintenance agreement and fails to contribute to his children's support;
3. NON-COMPLIANCE: A father fails to pay any child support, even though he is under court order to do so; and,
4. INSUFFICIENT SUPPORT: A father pays some support, but not enough on a regular basis to supplant the family's need for AFDC to protect the basic needs of the children.

AFDC provides virtually automatic access to many other welfare programs, the cost of which must be borne by the working taxpayer. Altogether, Medicaid (half of the recipients, a third of the dollars), Food Stamps (half of the recipients, over half of the dollars), Social Services, housing and fuel subsidies, job training and placement services, higher education grants, school lunches, special programs for areas with high concentrations of poverty-related problems (including urban areas, Appalachia, etc.), and the unconscionable cost of administering, researching and overseeing those programs, the total cost in 1985 may exceed $50 billion!

AFDC and its related programs spend this money on behalf of some 10 million children, who cannot be blamed for their dependency on welfare, and cannot be punished for the burden they place on the working taxpayer. What must be recognized is that most of the 700,000 illegitimate births in the United States each year are associated with the AFDC program. Many social scientists, most recently George Gilder and Charles Murray, using a variety of methods, have demonstrated the devastation that programs implemented under the AFDC umbrella have had on families.[5] They have taught increasing numbers of policy analysts who believe that this remarkably steady number over the past decade provides the "engine" that drives our continuing social problem of poverty in a land of plenty, which continues unabated despite the TRILLION dollars spent since President Johnson's War on Poverty began.

Title IV-A (AFDC) provides the federal contribution of at least 50% of State expenditures for AFDC benefits and administrative costs. Title IV-A mandates that AFDC grants be reduced by an amount equal to any child support benefits paid to a family. The 1984 4D amendments allow the AFDC family to receive the first $50 of child support collected in any month the family is on AFDC.

When child support collections exceed the amount of AFDC benefits the family would receive if there were no child support being collected, the family becomes ineligible for AFDC. The first intent of child support enforcement is, therefore, to reduce the amount of money the average working taxpayer must pay for welfare, in favor of forcing "absent" fathers to contribute to the cost of raising their own children.

Many mothers who are raising children without a father in the home rely on child support coupled with their own earnings to avoid the need for welfare. Thus, child support enforcement is not only a "cure" to allow those presently on welfare to escape the dependency, but a "vaccine" to prevent others from becoming dependent on welfare. Recognizing this "preventive" aspect, Congress has made all of the services under Title 4D available to ALL mothers, on welfare or not.

Federal law links 4D closely with AFDC and Medicaid. AFDC mothers are required to assign the rights to all child support, whether being paid or potentially collectable, to the 4D program.

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[5] See *Wealth and Poverty*, George Gilder, Basic Books, New York 1981

Losing Ground: American Social Policy 1950–1980, Charles Murray, Basic Books, New York, 1984

4D then disburses all collections to the AFDC program, after the first $50 in any month which goes to the mother, without reducing the AFDC grant. Mothers must also agree to cooperate fully in all aspects of 4D support enforcement activity, or risk losing their AFDC benefits. As long as the mother remains on AFDC, all child support (over the first $50 each month) is shared by the State and federal governments, to reduce the welfare burden on the working taxpayer. All child support arrearages that accrue while the mother is on AFDC become an obligation to the AFDC program, through 4D, of course.

Medicaid is the most expensive and fastest growing of all welfare programs and the average AFDC child receives some $50 per month in Medicaid payments. Since this is such an enormous burden on both State and Federal finances, Medicaid cost containment is of vital national concern. Because children on AFDC are "automatically" entitled to have all their medical expenses paid by Medicaid (unless there is some other responsible party, like an absent father), new federal law requires 4D to seek the inclusion of the father's responsibility to pay his childrens' medical expenses, whether or not the family is on welfare. This provides a distinct benefit to the working taxpayer, by forcing the father (or his insurance company) to offset part or all of Medicaid costs. It will benefit non-welfare mothers, even those with insurance of their own, by reducing their financial burden not only for insurance deductibles and non-covered medical services, but also for important medical expenses such as "braces" on teeth.

How States are forced to comply with federal requirements for child support enforcement is a brief, but interesting story. Title IV-A (AFDC) reimburses the States for at least half the cost of AFDC through a contract between the federal government and each State, called the "State Plan for AFDC". One provision of this State Plan permits Congress to modify it (by legislation) without the State's being able to reject the changes.

To implement Title 4D, Congress modified Title IV-A by requiring States to accept the new Title 4D, OR ELSE! The "or else", of course, was risking the loss of millions of dollars of federal money for AFDC. All States accepted Title 4D.

Title 4D, on the other hand, established the need for a "State Plan for Child Support". You guessed right. States must accept new 4D amendments by Congress in order to be in compliance with Title 4D to be in compliance with Title IV-A.

Article IV of The Constitution of the United States prevents fathers from escaping their obligations to their children by fleeing to another State: "Full faith and credit shall be given in each State to the public acts, records and judicial proceedings of every other State." Congress is also given the power to control the process. (Continuing Article IV) "And the Congress may by general laws [Title IV Part D, e.g.] prescribe the manner in which such acts, records, and proceedings shall be proved, and the effects thereof."

NATIONAL PERSPECTIVE ON FEMALE-HEADED HOUSEHOLDS

There are about 58 million American households with 2 or more members. Of these, 8.4 million, or one out of seven are classified by the U. S. Bureau of the Census as headed by, "women with own children present under 21 years of age from an absent father. . . ." The proportion of all households that meet this definition varies by State, as displayed in TABLE 1 [on the following page] from 8% in Wyoming to 18.6% in New York, with the District of Columbia an exceptional 36.6%

While this range of percentages of households that are female-headed varies from 8% to 18.6% (except for D.C.) you will find the range comparatively small when you examine TABLE 2 (on pg. 10). There, you will see that the proportion of the female-headed households in any State that are neither being served by the AFDC program, nor as non-AFDC participants in 4D (with or without support collection), varies from over 70% in Wyoming, Florida, Virginia and Alabama, to less than 20 percent in Pennsylvania and Oregon!

4D is the only major federal entitlement program that is not "needs-tested." That is, you do not have to be poor to be served by it. Furthermore, it is the only federal program to be totally targeted on PREVENTING dependency on the working taxpayer. Therefore, State Commissions on Child Support should identify the cause and magnitude of the numbers of female-headed families not presently served by 4D.

TABLE 1
U.S. Families and Female-Headed Families
(Sequenced by Percentage of all families that are female-headed)

Rank		Total Families*	Female-Headed** Families	Percentage of Total Families
1	Dist. of Col.	133,500	48,800	36.6%
2	New York	4,400,000	820,000	18.6%
3	Georgia	1,400,000	240,000	17.1%
4	Mississippi	643,000	106,700	16.6%
5	Massachusetts	1,400,000	230,000	16.4%
6	Louisiana	1,100,000	180,000	16.4%
7	Maryland	1,100,000	180,000	16.4%
8	New Jersey	1,900,000	310,000	16.3%
9	So. Carolina	806,000	130,000	16.1%
10	Alabama	1,000,000	160,000	16.0%
11	Rhode Island	245,000	37,800	15.4%
12	California	5,900,000	900,000	15.3%
13	Illinois	2,900,000	440,000	15.2%
14	Delaware	155,000	23,300	15.0%
15	Michigan	2,400,000	360,000	15.0%
16	No. Carolina	1,600,000	240,000	15.0%
17	Tennessee	1,200,000	180,000	15.0%
18	Connecticut	814,000	120,000	14.7%
19	Pennsylvania	3,100,000	450,000	14.5%
	U.S. AVERAGE			14.4%
20	Virginia	1,400,000	200,000	14.3%
21	Florida	2,700,000	370,000	13.7%
22	Nevada	207,500	28,000	13.5%
23	Ohio	2,900,000	390,000	13.4%
24	New Mexico	332,000	44,600	13.4%
25	Kentucky	983,500	130,000	13.2%
26	Missouri	1,300,000	170,000	13.1%
27	Hawaii	226,000	29,400	13.0%
28	Texas	3,700,000	470,000	12.7%
29	Arkansas	625,000	78,800	12.6%
30	Maine	294,000	36,400	12.4%
31	Vermont	128,500	15,700	12.2%
32	West Virginia	530,000	64,200	12.1%
33	Colorado	739,500	89,000	12.0%
34	Arizona	705,000	84,800	12.0%
35	Indiana	1,500,000	180,000	12.0%
36	Washington	1,100,000	130,000	11.8%
37	Oregon	699,000	81,900	11.7%
38	Wisconsin	1,200,000	140,000	11.7%
39	Oklahoma	827,000	95,900	11.6%
40	New Hampshire	238,500	27,300	11.4%
41	Alaska	95,500	10,300	10.8%
42	Minnesota	1,000,000	107,300	10.7%
43	Kansas	635,000	65,000	10.2%
44	Nebraska	411,500	40,500	9.8%

Source: *USA TODAY, 4/13/84.
**Ibid.

TABLE 1 (Continued)
U.S. Families and Female-Headed Families
(Sequenced by Percentage of all families that are female-headed)

Rank	Total Families*	Female-Headed** Families	Percentage of Total Families
45 Montana	205,500	20,100	9.8%
46 Utah	351,500	34,000	9.7%
47 South Dakota	177,000	17,000	9.6%
48 Iowa	770,000	73,000	9.5%
49 Idaho	246,500	23,100	9.4%
50 North Dakota	166,500	13,500	8.1%
51 Wyoming	121,500	9,700	8.0%
U.S. TOTAL	58,712,500	8,426,100	14.4%

Source: *USA TODAY, 4/13/84.
**Ibid.

TABLE 2
Female-Headed Families on AFDC or in 4D as Non-AFDC
(Sequenced by percent of female-headed families not accounted for)

Rank	Female-Headed* Households −	On** AFDC	Non-AFDC*** 4D Cases =	Not Accounted For Families	% of All
51 Florida	370,000	78,000	10,700	280,000	76%
50 Wyoming	9,700	2,000	471	7,200	75%
49 Virginia	200,000	52,300	3,300	140,000	72%
48 Alabama	160,000	46,100	891	110,000	71%
47 No. Carolina	240,000	55,800	15,700	170,000	70%
46 Oklahoma	95,900	22,000	7,200	66,700	70%
45 New Hampshire	27,300	7,300	1,090	18,900	69%
44 Montana	20,100	5,400	857	13,800	69%
43 Kansas	65,000	17,700	3,300	44,000	68%
42 North Dakota	13,500	3,800	603	9,100	67%
41 Arkansas	78,800	21,100	4,700	53,000	67%
40 Indiana	180,000	49,400	10,400	120,000	67%
39 West Virginia	64,200	15,700	5,900	42,600	66%
38 South Dakota	17,000	5,200	750	11,100	65%
37 So. Carolina	130,000	44,500	1,055	84,400	65%
36 Texas	470,000	83,900	91,700	290,000	63%
35 Nevada	28,000	4,400	6,200	17,400	62%

Source: *USA TODAY 2/16/84.
**"Quarterly Public Assistance Statistics," Dept. of Health and Human Services; Table 2 less Table 3.
***"Annual Report to Congress: 1982" (4D) p. 66.

TABLE 2 (Continued)
Female-Headed Families on AFDC or in 4D as Non-AFDC
(Sequenced by percent of female-headed families not accounted for)

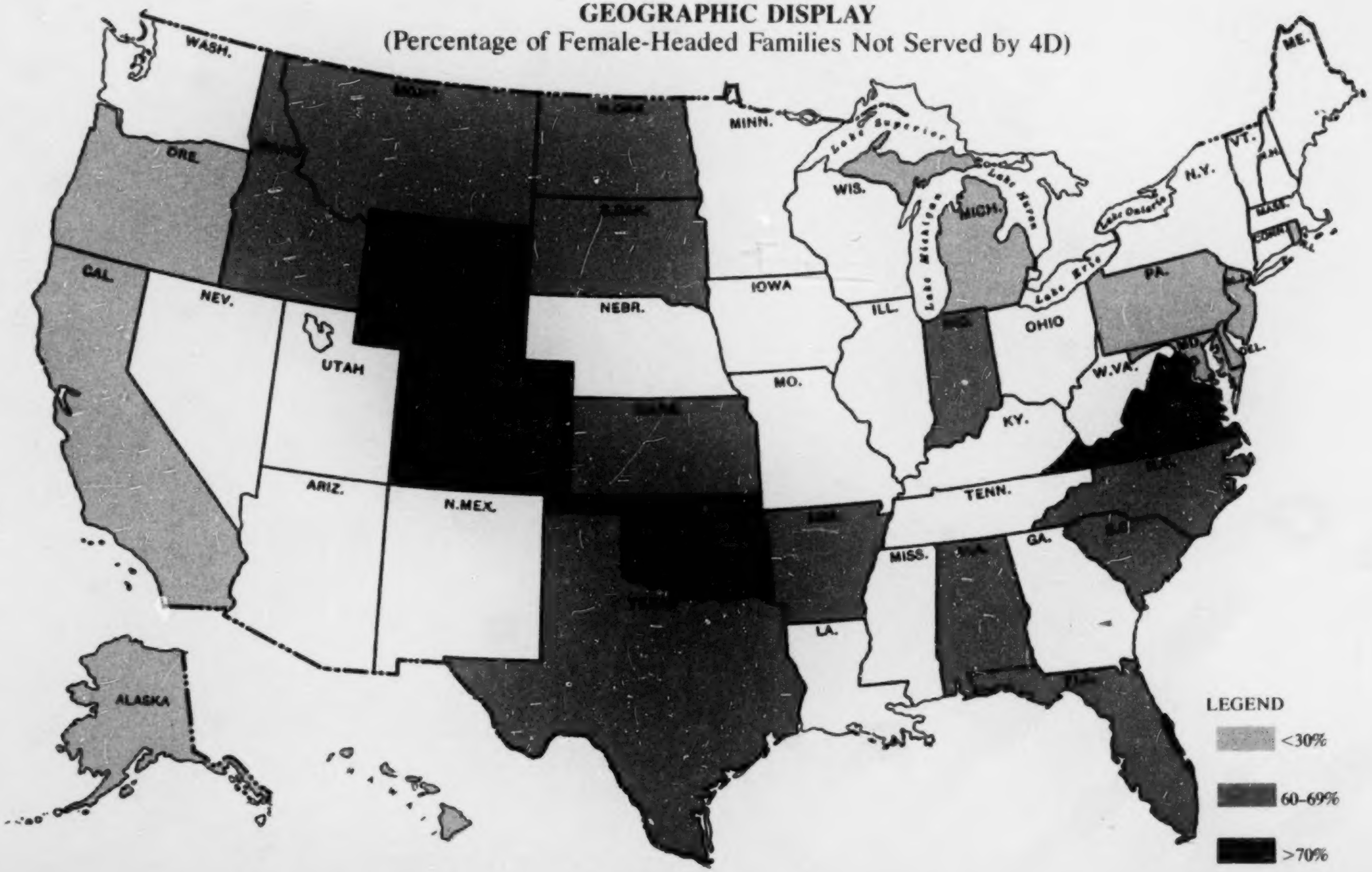
Rank	Female-Headed* Households	On** AFDC	Non-AFDC*** 4D Cases	Not Accounted For Families	% of All
34 Arizona	84,800	18,100	14,700	52,000	61%
33 Idaho	23,100	5,700	3,300	14,100	61%
32 Louisiana	180,000	55,300	20,900	103,800	58%
31 Missouri	170,000	63,500	10,300	96,200	57%
30 Utah	34,000	13,400	1,500	19,100	56%
29 Connecticut	120,000	39,500	13,200	67,300	56%
28 Mississippi	106,700	45,700	1,300	59,700	56%
27 Ohio	390,000	150,000	22,100	220,000	56%
26 New Mexico	44,600	16,700	3,000	24,900	56%
25 Tennessee	180,000	45,000	37,500	97,500	54%
24 Kentucky	130,000	49,100	11,000	69,900	54%
23 Maine	36,400	17,700	593	18,100	50%
22 Massachusetts	230,000	105,900	11,000	110,000	49%
21 Illinois	440,000	200,000	24,200	220,000	49%
20 Nebraska	40,500	11,000	9,800	19,700	49%
19 Washington	130,000	48,600	21,200	60,200	46%
18 Dist. of Col.	48,800	24,200	2,100	22,500	46%
17 Vermont	15,700	7,600	910	7,200	46%
16 New York	820,000	330,000	120,000	370,000	45%
15 Iowa	73,000	30,800	9,500	32,700	45%
14 Georgia	240,000	68,400	64,200	107,400	45%
13 Minnesota	107,300	42,600	16,800	47,900	45%
12 Colorado	89,000	22,300	28,800	37,900	43%
U.S. AVERAGE					42%
11 Wisconsin	140,000	69,300	12,000	58,700	42%
10 Rhode Island	37,800	16,900	5,500	15,400	41%
9 Maryland	180,000	66,900	43,200	69,900	39%
8 New Jersey	310,000	130,000	75,200	104,800	34%
7 Delaware	23,300	8,800	8,700	5,800	25%
6 Michigan	360,000	190,000	92,900	77,100	21%
5 Alaska	10,300	4,600	3,500	2,200	21%
4 California	900,000	400,000	320,000	180,000	20%
3 Hawaii	29,400	17,500	6,100	5,800	20%
2 Oregon	81,900	28,900	41,300	11,700	14%
1 Pennsylvania	450,000	180,000	240,000	30,000	7%
U. S. TOTAL	8,410,000	3,040,000	1,460,000	3,530,000	42%

Source: *USA TODAY 2/16/84.

**"Quarterly Public Assistance Statistics," Dept. of Health and Human Services; Table 2 less Table 3.

***"Annual Report to Congress: 1982" (4D) p. 66.

TABLE 2
GEOGRAPHIC DISPLAY
(Percentage of Female-Headed Families Not Served by 4D)


WASH.
ORE.
CAL.
NEV.
UTAH
ARIZ.
N.MEX.
MONT.
N.DAK.
S.DAK.
NEBR.
KANS.
OKLA.
TEXAS
MINN.
IOWA
MO.
ARK.
LA.
WIS.
ILL.
MICH.
IND.
OHIO
KY.
TENN.
MISS.
ALA.
GA.
FLA.
S.C.
N.C.
VA.
W.VA.
MD.
DEL.
PA.
N.Y.
VT.
N.H.
ME.
MASS.
CONN.
ALASKA
Lake Superior
Lake Michigan
Lake Huron
Lake Erie
Lake Ontario
LEGEND
<30%
60–69%
>70%

III. WHAT IS THE NATIONAL PICTURE OF CHILD SUPPORT TODAY?

The Census report on 8.4 million female-headed households clarifies some of the reasons why only 1 million such families get $200 per month or more in regular support payments, 1.9 million get less than $200, and 5.5 million get nothing. CHARTS B and C provide some of the detail behind those statistics.

Census data is first of all grouped by the mother's present status: never married, married but deserted by the father, divorced, or "other." "Other" includes many mothers who have remarried (which does not discharge the support responsibilities of the biological father, whether or not the mother was married to him). CHART B shows the number of families in each group, and the proportion of each group with support payments. It also shows the distribution of support payments between groups.

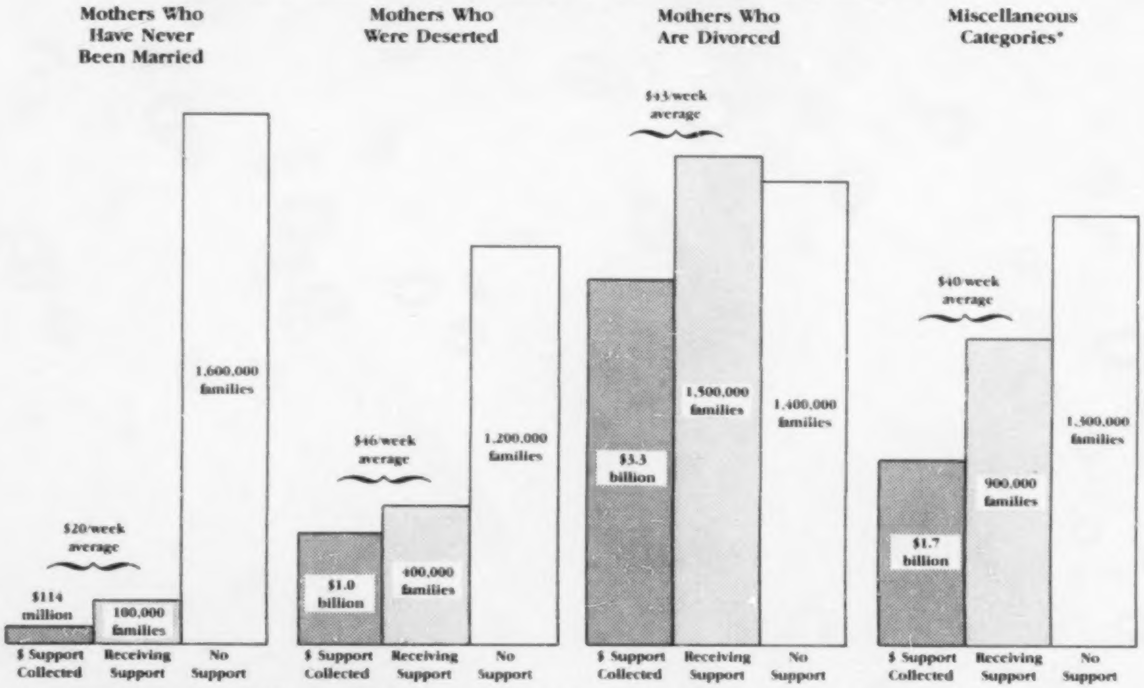
The 5.5 million female-headed households without support payments fall into three groups, displayed in CHART C. The first group involves cases where there is no support order in existence. The second group involves cases with a support order, but no support due in the present year, possibly because the father is unemployed, incapacitated, incarcerated, or otherwise unable to pay support. The third group involves fathers who are under a court order to pay support, but simply do not do so.

CHART D shows the distribution of 8.4 million female-headed households among three categories: mothers on AFDC, mothers not on AFDC but seeking 4D support enforcement, and those not on AFDC and not in the 4D program. It also shows the proportion with support payments. Support to mothers on AFDC reduces dependency on the working taxpayer, and raises the hope for getting off welfare; support to non-AFDC mothers lowers the risk of their becoming dependent on welfare.

Of the 8.4 million female-headed households, some 58% have AFDC or non-AFDC connection with 4D. The proportion of such households in a State varies extraordinarily among States. Earlier in the report TABLE 2 displayed that information.

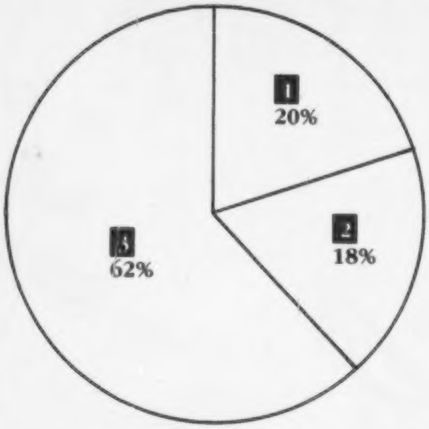
To gain perspective on past performance by 4D, the current status, and the need for improvement, one should look not only at the raw statistics published by the federal Office of Child Support Enforcement, but at other relevant statistical information. Objective, independent publications from the U. S. Bureau of the Census, the National Center for Health Statistics, and the AFDC quality control program can produce a much clearer picture of 4D.

CHART B
CHILD SUPPORT STATUS OF 8.4 MILLION MOTHERS



Source: "Child Support and Alimony: 1981," U.S. Bureau of the Census, Table 1.
*Includes annulments, joint custody, multiple categories, etc.

CHART C
FEMALE-HEADED HOUSEHOLDS WITHOUT SUPPORT PAYMENTS



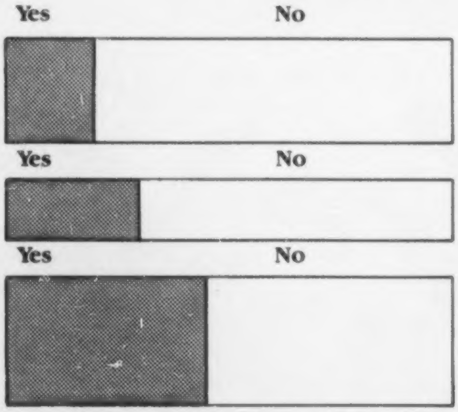
1 1.1 million households have enforceable support orders on which no collection is being made

2 1 million households have support orders, but no support due at present

3 3.4 million have no support order

Source: "Child Support and Alimony: 1981", U.S. Bureau of the Census, Table 1.

CHART D
FEMALE-HEADED HOUSEHOLDS WITH CHILD SUPPORT (4D OR NOT)



3 million mothers are on AFDC, and therefore are "automatically" in 4D. About 20% receive child support to help offset the cost of welfare.

1.6 million mothers are non-AFDC 4D cases; 30% receive child support.

3.8 million mothers are outside both the AFDC and 4D systems; 46% receive child support.

Source: "Quarterly Public Assistance Statistics," Dept. of Health and Human Services; Table 2 less Table 3. "Annual Report to Congress: 1982" (4D) p.66

State Commissions on Child Support should now be examining their State's 4D performance statistics against these other measures, and making comparisons with other States' data. In this way, they can identify the 4D areas in most critical need of improvement, and can set realistic targets based on results in States with similar demographic characteristics, but far better performance.

Some benefits from improving State performance in child support activities will appear immediately, such as increased revenue to offset welfare costs. Other 4D successes may take years to bear financial fruit; establishing the paternity of a teenage father might not result in any meaningful support collection until he is 25 years old. At that time, however, his child will only be 6–8 years old, and will have access to child support enforcement for another ten years or more. Were the 25-year-old father then obliged to pay $50 per week in child support until his child's 18th birthday, the amount would reach $26,000. This amount would have a significant impact on the quality of home life for a non-welfare child, or provide significant relief to the working taxpayer, in the form of reimbursement for part of the cost of welfare.

RACIAL FACTORS REVEALED BY THE CENSUS DATA

For Child Support Commissions effectively to address the child support problems of all citizens of their respective States, they should consider some rather remarkable implications of the Census data at the national level. In the following charts and tables, Census data attributed to "Blacks" are subtracted from that for all racial groups and labeled "Non-Blacks."

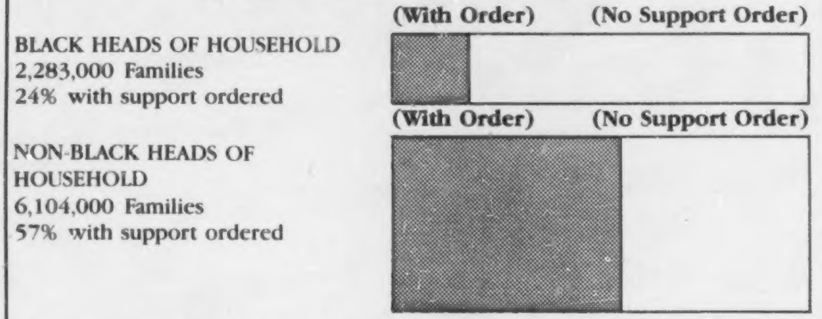
TABLE 3 and TABLE 4 in the next section will provide some startling information regarding illegitimacy and race. While the problems of illegitimacy among black teenagers has been receiving much needed public attention, there is the distinct possibility that too many decision-makers and decision-influencers subtly believe that black teenage illegitimacy is a problem of a few big cities and of the "deep South."

Another vexing social problem is that of the birth-related health problems associated with very young mothers and their babies. The National Center for Health Statistics publishes State-level statistics, by age and by race, that should be reviewed as a part of the broader social mandate assigned to the State Commissions on Child Support.

CHART E shows that black, female-headed households are far less likely to have a child support order than non-blacks. While 57% of non-blacks have support orders, for blacks the proportion is only 24%.

A major factor for this 2 to 1 discrepancy probably is the fact that

CHART E
PROPORTION OF HOUSEHOLDS WITH SUPPORT ORDERS—BY RACE



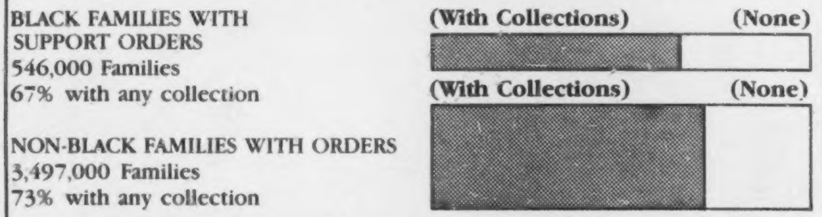
Source: "Child Support and Alimony: 1981," U.S. Bureau of Census, Table 1.

the illegitimacy rate among blacks is more than four times that for non-blacks, and, as seen in CHART B, unmarried mothers have a far lower likelihood of having a child support order than do other types of female-headed households.

The shortage of support for black families may be based on a misconception of non-collectability of support from black fathers. This is quite apparent in federally-promoted "prioritization" schemes, as will be discussed on page 19.

These data are especially disturbing because they indicate that a policy of "selective non-enforcement" appears to encourage the dependency of black mothers on the welfare system and to discourage the responsibility of the father for his children.

CHART F
PROPORTION OF SUPPORT ORDERS WITH COLLECTIONS—BY RACE



Source: "Child Support and Alimony: 1981," U.S. Bureau of the Census, Table 1.

CHART F shows that a court order for support on behalf of a black household has a 67% chance of collecting some support payment, while the chance for non-blacks is 73%. This clearly shows that, once a court order for support has been issued, its likelihood of enforcement is NOT AFFECTED BY RACE!

Of considerable importance is the effect that child support has on the weekly cash income of families who receive either the full amount collected by 4D (non-welfare families), or the additional $50 per month, if the family remains on AFDC.

In CHART G the Census findings are reduced to the weekly effect on family income.

CHART G
INCREASED WEEKLY FAMILY INCOME DUE TO CHILD SUPPORT

(2.9 million households with any child support collected)

	Weekly Income Before Child Support Is Counted	**Weekly Child Support Income**	**Total Weekly Income**	**Increase Due To Support Payment**
Black Families	$138	$32	$170	25%
Non-black families	$192	$42	$234	22%

Source: "Child Support and Alimony: 1981," U.S. Bureau of the Census, Table 1.

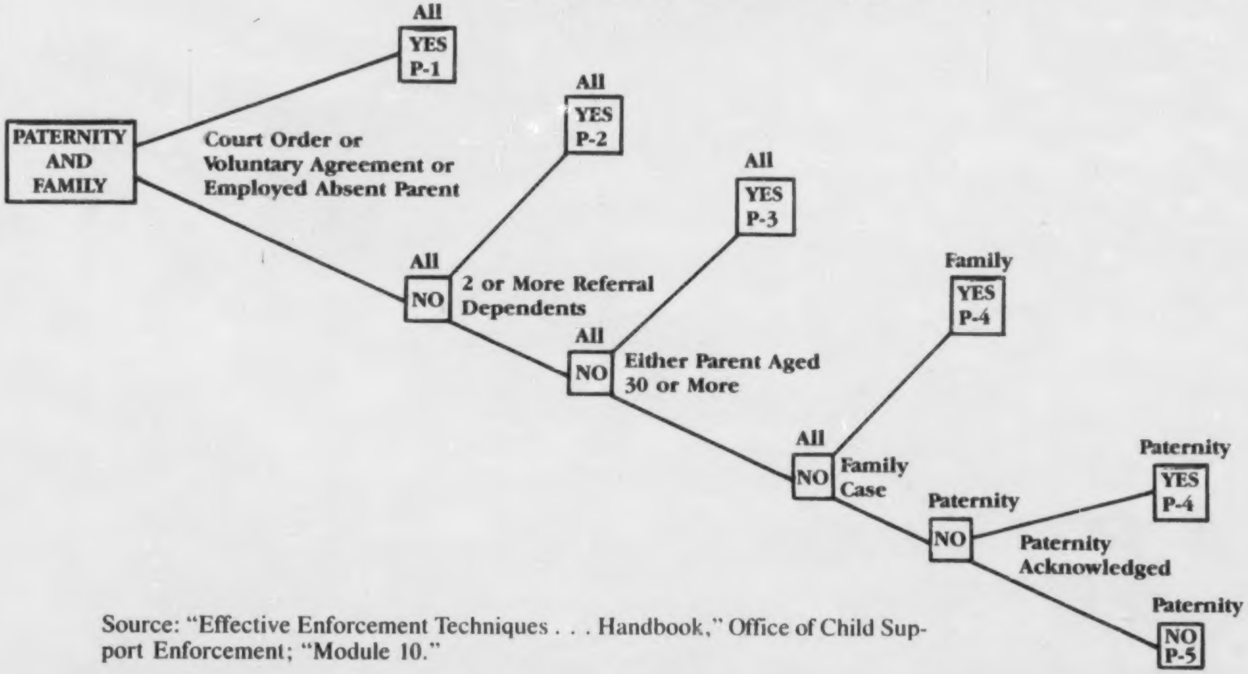
The benefit of child support to black and non-black families is obvious, and should justify a vigorous effort by Child Support Commissions to narrow the racial imbalance in the establishment of child support orders shown in CHART E.

It is almost impossible to note this racial imbalance without calling the reader's attention to the almost perverse federal policies that will sustain, rather than correct it. In 1981, the federal Office of Child Support Enforcement (OCSE) distributed a case prioritization scheme. Its purpose was to improve the cost-effectiveness of State 4D programs by focusing available resources on cases with quick potential for big bucks, without regard to the total value potential to the children, the mother, or the working taxpayer over the life-cycle of the case.

OCSE policy, in effect, rewards States with administrative bonuses or "bounty" payments for pursuing high-dollar-return support orders against middle class fathers on behalf of middle class mothers, while ignoring the smaller, harder-to-collect amounts where the receiving family is near or below the poverty level, even though these smaller amounts might have both a greater relative effect on the family's well-being and a salutory educative effect about the social and financial bonds created by paternity.

The "decision tree" reproduced on the following page appears in

"EXHIBIT 10.1"
FROM THE OCSE
CASE MANAGEMENT MANUAL



PATERNITY AND FAMILY
Court Order or Voluntary Agreement or Employed Absent Parent
All
YES P-1
All
NO
2 or More Referral Dependents
All
YES P-2
All
NO
Either Parent Aged 30 or More
All
YES P-3
All
NO
Family Case
Family
YES P-4
Paternity
NO
Paternity Acknowledged
Paternity
YES P-4
Paternity
NO P-5

Source: "Effective Enforcement Techniques . . . Handbook," Office of Child Support Enforcement; "Module 10."

the official Office of Child Support Enforcement manual distributed to the States. It suggests how workers can avoid wasting time on cases without a quick dollar return and bounty.

FEDERALLY SUGGESTED PRIORITIZATION RATING SCALE

P-1 is assigned to cases with an existing support obligation and a working father.
P-2 is assigned to cases with 2 or more children (no unmarried mothers).
P-3 identifies (married) parents over 30 years old for action.
P-4 prioritizes any remaining divorce or desertion cases.
P-4 (second one) applies to unmarried mothers where the father acknowledges paternity.
P-5 [sic] is assigned to cases where the paternity of the child must be established.

Performance statistics are most readily dissected for analysis by looking at the four primary services provided by the child support enforcement program:

4D SERVICE 1. ESTABLISHING PATERNITY: 4D takes responsibility for legally establishing the identity of the father of children born out of wedlock;

4D SERVICE 2. ESTABLISHING SUPPORT OBLIGATIONS: 4D takes responsibility for obtaining court orders for child support, enforceable against fathers who abandon their families and fail to contribute to their financial support;

4D SERVICE 3. SUPPORT ENFORCEMENT: 4D takes responsibility for finding fathers who have legal orders requiring them to pay child support, but who are not presently paying anything; and,

4D SERVICE 4. MAINTENANCE OF SUPPORT: 4D takes responsibility for ongoing collection and distribution of child support, as well as ensuring that any arrearages are paid up, that medical support is collected (if ordered by a court), and that the ordered amount keeps pace with the father's ability to pay.

4D SERVICE 1. ESTABLISHING PATERNITY

WHAT 4D DOES: When a child is born out of wedlock, the father cannot be legally required to pay anything towards the support of his child until his name is legally put on the child's birth certificate. If the mother applies for, or is already on AFDC, she must cooperate with the 4D program in establishing paternity, as a condition for staying on welfare. Non-welfare mothers may apply for this service no matter what their income may be.

4D will locate the alleged father and bring him to court where he can either acknowledge paternity or dispute it. If he claims he is not the father, the court can force him to submit to sophisticated blood tests to establish the probability that he is the father. Unless he is exonerated by the blood test or admits that he is the father, he will probably face a court trial, where he has one last opportunity to prove his innocence. Once the blood test has strongly pointed to him as the father, he is really faced with "proving" his innocence. If he fails to appear in court, he may be found to be the father in a default judgment.

Once paternity is established, there is almost always an order for the father to begin paying support. He may also be ordered to pay court costs and for the blood testing.

Prior to a U. S. Supreme Court decision (Pickett v. Brown) in 1983, many States had statutes of limitations that prohibited instigating any paternity action against a possible father after the child reached a certain age: generally, from one to five years. The decision specifically extended the right to start paternity action up to a child's eighteenth birthday. Millions of illegitimate children under 18 years of age can now receive 4D help in establishing their paternity.

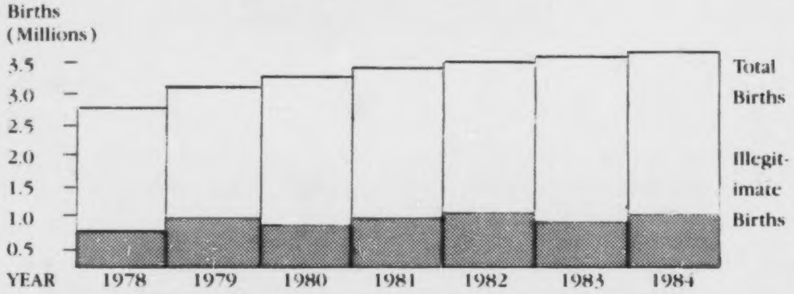
WHY PATERNITY NEEDS TO BE ESTABLISHED is quite simple. It is widely believed that illegitimacy is a cyclical event; illegitimate children are likely to have illegitimate children themselves when they reach puberty. Without paternity having been established, there is no support order. Without a support order, there is no way to make the father contribute. The mother and often the taxpayer must assume the father's financial responsibility until the child reaches 18 years of age.

NATIONAL SUMMARY: Of 715,227 illegitimate births reported in the U. S. in 1982, some 269,346 or 38% were born to mothers under 20 years of age. Statistics from the National Center for Health Statistics clearly show that the number of illegitimate births per year per 1000 girls under 20 years of age has steadily increased from 22.4 to 28.9 from 1970 to 1982.

Race and age implications should not be ignored by State Child Support Commissions, in that they may hold the key to target effectively on one of the suspected causes of illegitimacy: a teenager's use of a child to buy, through welfare, independence.

Illegitimate births compared to total births are displayed in CHART H below.

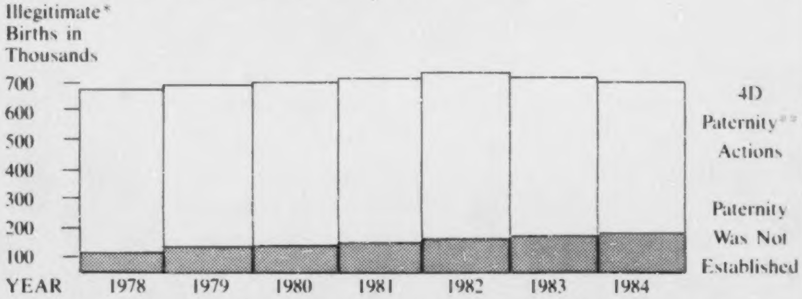
CHART H
ILLEGITIMATE BIRTHS
COMPARED TO ALL BIRTHS



Source: "Monthly Vital Statistics Reports," 1980–82; Nat. Center for Health Statistics; Tables 6 and 16.

The number of births to unmarried mothers and the number of paternities established by State 4D programs is displayed in CHART I below.

CHART I
ILLEGITIMATE BIRTHS
OFFSET BY 4D PATERNITY ACTION

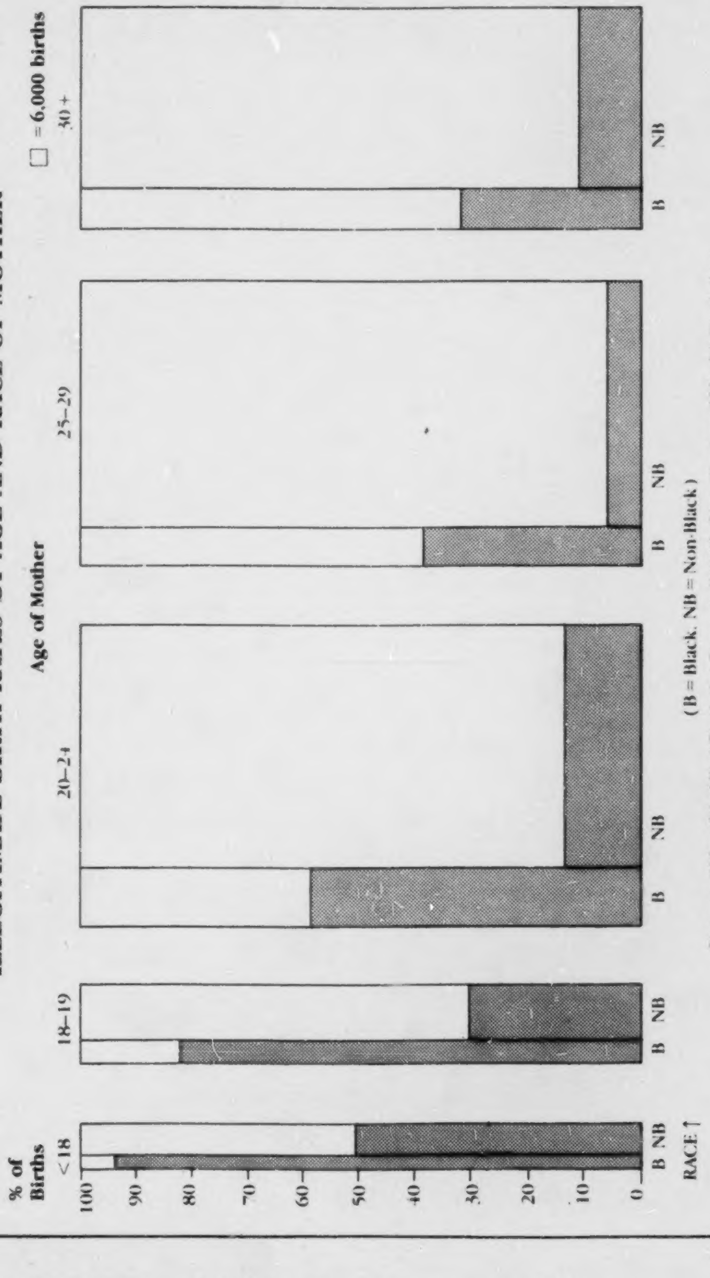


Source: *"Monthly Vital Statistics Reports," 1980–82; Nat. Center for Health Statistics; Tables 6 and 16. **"Annual Report to Congress: 1982" (4D) p. 80.

In addition to the present year-to-year stability of the number and rate of illegitimate births is the factor of age. CHART J, extracted from 1982 National Center for Health Statistics data, displays the extraordinary incidence of illegitimacy by age grouping and by race.

From 1980 to 1984, the States' child support programs reported establishing about 900,000 paternities to offset an estimated

CHART J
ILLEGITIMATE BIRTH RATES BY AGE AND RACE OF MOTHER



Source: "Monthly Vital Statistics Reports," 1982; Nat. Center of Health Statistics: Tables 2 and 17.

3,500,000 illegitimate births, less than 1 out of 4.

The cumulative effect of this annual shortfall between paternity establishment and illegitimate births is appalling. CHART B showed that of 1,708,000 unwed mothers who are raising their children, only 178,000 or 10% have court orders for the father to pay child support. Of the 178,000, 112,000 (or 63%) reported receiving any support payments whatsoever, with an average of less than $20 per week.

The legal process by which paternity is established almost always results in a court order for the father to pay child support. The 4D program must enforce the support provisions of the order in the same manner as for a divorce or separation case.

The questions raised by the various sets of numbers are obvious. State health, welfare and 4D agencies, among others, should be able to provide Child Support Commissions with current, accurate data by which these vagaries can be analyzed and understood. The resulting implications can be used by the Child Support Commission to formulate effective policies to protect the children, mothers and working taxpayers of their State.

—National Center for Health Statistics data show over 2 million illegitimate births in the three years from 1980 through 1982, while Census data for 1982 show a national total of 1.7 million "never married" heads of households. From historical data on illegitimacy, it appears that, in 1984, there are probably 12 to 15 million illegitimate children under 18 years of age. How many illegitimate children per mother are there?

—Although the 4D program established over 700,000 paternities from 1978 through 1982, Census data show that only 178,000 "never married" mothers have orders requiring child support for their children. How many paternities has 4D established for each mother?

TABLE 3 on the following page displays total births and illegitimate births reported by States to the National Center for Health Statistics in 1982, the latest year for which national illegitimacy statistics have been published. Note the wide variation between States that is not readily explained by traditional urban/rural, geographic or socio-economic generalizations.

TABLE 4 then shows the percent of all births represented by births to unmarried black mothers in 1982. The percentage of all illegitimate births that were attributable to blacks is also displayed.

TABLE 5 compares the number of paternities established by State 4D programs in 1982 to the number of potential candidates for such action: children born to unmarried mothers. State Commissions on Child Support should examine their State's rankings in comparison to neighboring, or demographically similar States.

TABLE 6 compares 4D paternity actions to illegitimate births over the three years for which national data are available. The nearly 1.6 million children not helped by 4D paternity action will, to a large extent, be wards of the working taxpayer through welfare dependency until the year 2000.

TABLE 7 shows 4D paternity actions for 1983 and 1984. Ten States were able to increase their reported successes by more than 20%. Some States with the largest increases from 1983 to 1984 represented those with very poor performance in TABLE 6 (Idaho, New Hampshire and South Carolina), while those with three of the four best records in TABLE 6, Michigan, Maryland and Connecticut, established fewer paternities in 1984 than in 1983. Has the quest for "bounty" payments diminished State 4D interest in establishing paternity for the group, largely poor and black?

TABLE 3
ILLEGITIMATE BIRTHS COMPARED TO ALL BIRTHS: 1982
(Sequenced by percent of births to unmarried mothers)

Rank	**Total Births***	**Illegitimate Births****	**% of Total Births**
1 Dist. of Col.	9,307	5,004	53.8%
2 Mississippi	45,971	13,605	29.6%
3 Maryland	63,802	17,246	27.0%
4 Georgia	90,192	23,263	25.8%
5 New York	247,297	63,298	25.6%
6 Florida	144,539	35,422	24.5%
7 So. Carolina	51,647	12,595	24.4%
8 Delaware	9,180	2,204	24.0%
9 Louisiana	84,599	20,210	23.9%
10 Illinois	183,601	42,695	23.3%
11 Alabama	60,340	13,996	23.2%
12 New Mexico	27,730	6,119	22.1%
13 New Jersey	98,668	21,425	21.7%
14 California	429,897	93,007	21.6%
15 Tennessee	67,063	14,001	20.9%
16 Arkansas	35,380	7,363	20.8%
17 No. Carolina	85,954	17,404	20.2%
18 Arizona	52,653	10,626	20.2%
19 Virginia	81,151	15,981	19.7%
20 Connecticut	40,441	7,891	19.5%
U.S. AVERAGE			19.4%
21 Pennsylvania	161,909	31,224	19.3%
22 Ohio	164,754	31,070	18.9%
23 Missouri	76,804	14,395	18.7%
24 Hawaii	18,707	3,466	18.5%
25 Indiana	83,948	14,290	17.0%
26 Alaska	11,296	1,888	16.7%
27 Massachusetts	75,856	12,564	16.6%
28 Michigan	138,322	22,378	16.2%
29 Rhode Island	12,512	2,009	16.1%

Source: *"Monthly Vital Statistics Reports," 1982; Nat. Center for Health Statistics; Table 6.

*******Ibid.*, Table 16.

TABLE 3 (Continued)
ILLEGITIMATE BIRTHS COMPARED TO ALL BIRTHS: 1982
(Sequenced by percent of births to unmarried mothers)

Rank	Total Births*	Illegitimate Births**	% of Total Births
30 Oregon	41,040	6,504	15.8%
31 Kentucky	56,828	8,983	15.8%
32 Wisconsin	74,372	11,188	15.0%
33 South Dakota	12,860	1,924	15.0%
34 Maine	16,666	2,459	14.8%
35 Vermont	8,028	1,184	14.7%
36 Washington	69,497	9,997	14.4%
37 West Virginia	27,283	3,901	14.3%
38 Montana	14,550	2,070	14.2%
39 Colorado	54,803	7,769	14.2%
40 Nevada	14,552	2,047	14.1%
41 Oklahoma	58,799	8,204	14.0%
42 Texas	297,741	41,447	13.9%
43 Kansas	40,864	5,278	12.9%
44 Nebraska	26,961	3,434	12.7%
45 New Hampshire	14,087	1,734	12.3%
46 Minnesota	68,498	8,427	12.3%
47 Iowa	44,738	5,074	11.3%
48 North Dakota	12,622	1,318	10.4%
49 Wyoming	11,069	1,015	9.2%
50 Idaho	19,616	1,726	8.8%
51 Utah	41,543	2,905	7.0%
U.S. TOTAL	3,680,537	715,227	19.4%

Source: *"Monthly Vital Statistics Reports," 1982; Nat. Center for Health Statistics; Table 6.

****Ibid.*, Table 16.

TABLE 4.
ILLEGITIMATE BIRTHS TO BLACK MOTHERS: 1982
(Sequenced by percent of all births to black mothers)

Rank	Births to Blacks*	Illegitimate Births**	% of Births to Blacks (a)	% of All Illegitimate Births (b)
1 Pennsylvania	20,860	14,227	68.2%	45.6%
2 Illinois	39,030	26,553	68.0%	62.2%
3 Wisconsin	4,896	3,306	67.5%	29.5%
4 Delaware	2,053	1,372	66.8%	62.3%
5 Missouri	11,544	7,573	65.6%	52.6%
6 Dist. of Col.	7,475	4,768	63.8%	95.3%
7 Ohio	22,784	14,271	62.6%	45.9%

Source: *"Monthly Vital Statistics Reports," 1982; Nat. Center for Health Statistics; Table 6.

****Ibid.*, Table 16.

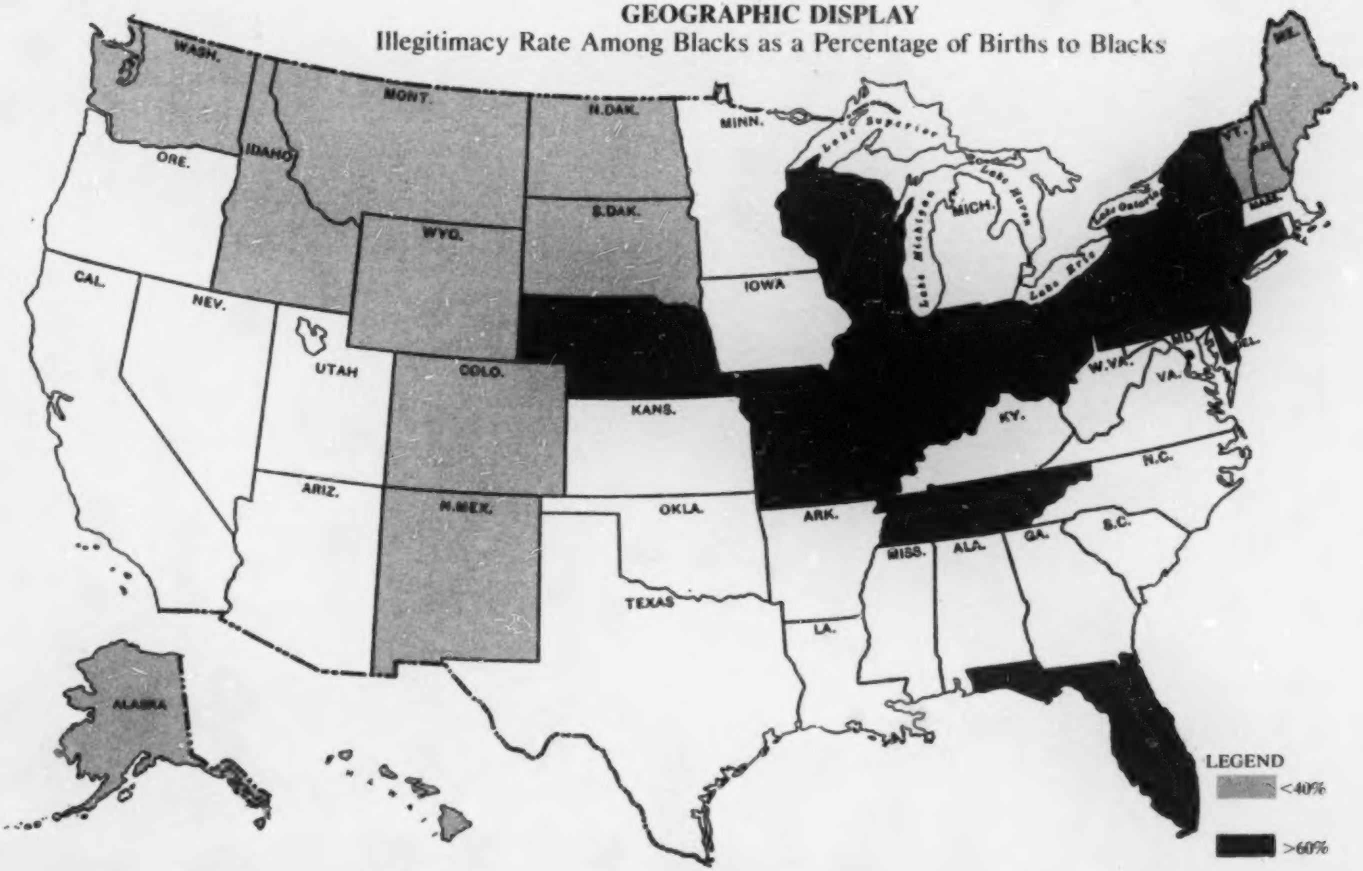
TABLE 4 (Continued)
ILLEGITIMATE BIRTHS TO BLACK MOTHERS: 1982
(Sequenced by percent of all births to black mothers)

Rank	Births to Blacks*	Illegitimate Births**	% of Births to Blacks (a)	% of All Illegitimate Births (b)
8 Indiana	9,045	5,632	62.3%	39.4%
9 New Jersey	19,699	12,148	61.7%	56.7%
10 Florida	36,617	22,501	61.4%	63.5%
11 Connecticut	5,015	3,074	61.3%	39.0%
12 Tennessee	14,699	8,963	61.0%	64.0%
13 New York	53,619	32,522	60.7%	51.4%
14 Nebraska	1,346	811	60.3%	23.6%
15 Maryland	19,145	11,470	59.9%	66.5%
16 Minnesota	1,706	991	58.1%	11.8%
17 Arkansas	8,657	4,995	57.7%	67.8%
18 Kentucky	5,197	2,990	57.5%	33.3%
U.S. AVERAGE			56.7%	
19 Rhode Island	814	460	56.5%	22.9%
20 Iowa	1,033	582	56.3%	11.5%
21 Mississippi	21,514	12,066	56.1%	88.7%
22 Oregon	980	532	54.3%	8.2%
23 Alabama	21,078	11,397	54.1%	81.4%
24 Virginia	19,242	10,342	53.7%	64.7%
25 Massachusetts	5,490	2,947	53.7%	23.5%
26 Georgia	32,384	17,266	53.3%	74.2%
27 California	44,609	23,460	52.6%	25.2%
28 Nevada	1,403	735	52.4%	35.9%
29 Michigan	22,270	11,630	52.2%	52.0%
30 Louisiana	31,067	16,100	51.8%	79.7%
31 Kansas	3,442	1,760	51.1%	33.3%
32 West Virginia	1,128	575	51.0%	14.7%
33 Oklahoma	5,362	2,722	50.8%	33.2%
34 No. Carolina	25,421	12,772	50.2%	73.4%
35 So. Carolina	20,435	10,147	49.7%	80.6%
36 Arizona	2,315	1,149	49.6%	10.8%
37 Texas	40,441	18,164	44.9%	43.8%
38 Utah	278	115	41.4%	4.0%
39 Washington	3,141	1,227	39.1%	12.3%
40 Colorado	2,752	1,023	37.2%	13.2%
41 Vermont	28	10	35.7%	.8%
42 New Mexico	734	253	34.5%	4.1%
43 Wyoming	108	29	26.9%	2.9%
44 New Hampshire	101	25	24.8%	1.4%
45 Alaska	500	118	23.6%	6.3%
46 Montana	69	15	21.7%	.7%
47 South Dakota	87	16	18.4%	.8%
48 Idaho	110	18	16.4%	1.0%
49 Hawaii	694	84	12.1%	2.4%
50 Maine	95	11	11.6%	.4%
51 North Dakota	129	10	7.8%	.8%
U.S. TOTAL	592,641	335,927	56.7%	47.0%

Source: *"Monthly Vital Statistics Reports," 1982; Nat. Center for Health Statistics; Table 6.

***Ibid.*, Table 16.

TABLE 4A
GEOGRAPHIC DISPLAY
Illegitimacy Rate Among Blacks as a Percentage of Births to Blacks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N.MEX.
OKLA.
ARK.
TEXAS
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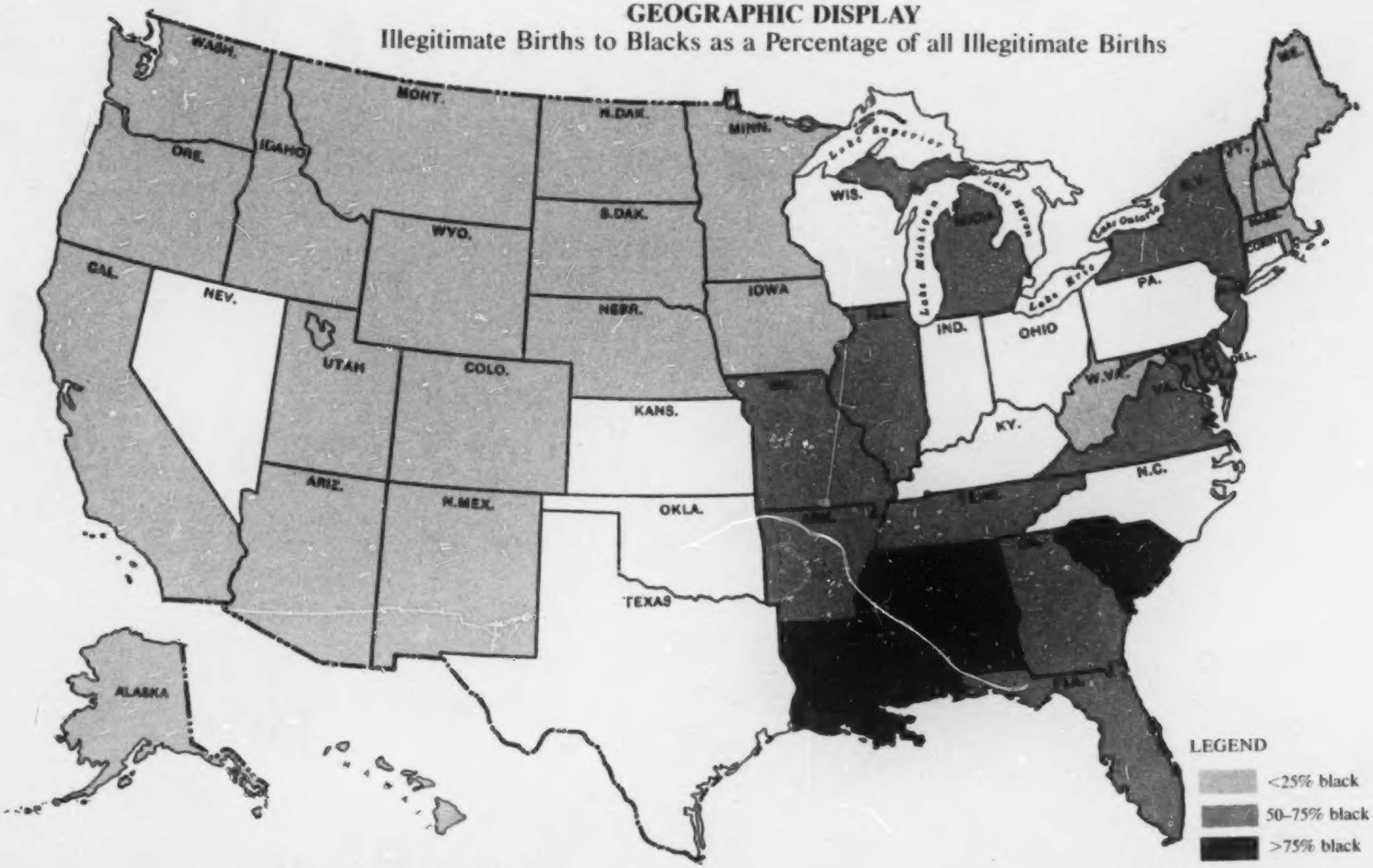
MISS.
ALA.
GA.
S.C.
N.C.
KY.
VA.
W.VA.
MD.
DEL.
MICH.
Lake Superior
Lake Michigan
Lake Huron
Lake Erie
Lake Ontario
VT.
N.H.
ME.
MASS.
ALASKA
LEGEND
<40%
>60%

TABLE 4B
GEOGRAPHIC DISPLAY
Illegitimate Births to Blacks as a Percentage of all Illegitimate Births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IDAHO
S.DAK.
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WIS.
Lake Superior
Lake Michigan
Lake Huron
Lake Ontario
Lake Erie
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NEV.
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IOWA
PA.
IND.
OHIO
UTAH
COLO.
W.VA.
VA.
DEL.
KANS.
KY.
N.C.
ARIZ.
N.MEX.
OKLA.
TEXAS
ALASKA
LEGEND
<25% black
50–75% black
>75% black

TABLE 5
4D PATERNITY ACTIONS FOR ILLEGITIMATE BIRTHS: 1982
(Sequenced by percent of illegitimate births normalized by paternity)

Rank	Illegitimate Births*	4D Paternity Actions**	% of Illegitimate Births
1 Michigan	22,378	12,952	57.9%
2 Connecticut	7,891	4,397	55.7%
3 Maryland	17,246	8,417	48.8%
4 New Jersey	21,425	9,647	45.0%
5 Wisconsin	11,188	5,025	44.9%
6 Utah	2,905	1,229	42.3%
7 Tennessee	14,001	5,913	42.2%
8 No. Carolina	17,404	7,071	40.6%
9 Delaware	2,204	871	39.5%
10 Oregon	6,504	2,190	33.7%
11 Minnesota	8,427	2,707	32.1%
12 Alabama	13,996	4,472	32.0%
13 Hawaii	3,466	1,077	31.1%
14 Nevada	2,047	626	30.6%
15 Pennsylvania	31,224	9,362	30.0%
16 Ohio	31,070	8,552	27.5%
17 Kentucky	8,983	2,453	27.3%
18 Massachusetts	12,564	3,429	27.3%
19 Indiana	14,290	3,853	27.0%
20 Florida	35,422	8,870	25.0%
21 Maine	2,459	595	24.2%
U.S. AVERAGE			24.1%
22 Georgia	23,263	5,452	23.4%
23 California	93,007	21,427	23.0%
24 Iowa	5,074	1,121	22.1%
25 North Dakota	1,318	284	21.5%
26 New York	63,298	12,751	20.1%
27 Vermont	1,184	234	19.8%
28 Dist. of Col.	5,004	941	18.8%
29 Kansas	5,278	978	18.5%
30 New Mexico	6,119	1,071	17.5%
31 Rhode Island	2,009	333	16.6%
32 Louisiana	20,210	3,273	16.2%
33 Virginia	15,981	2,463	15.4%
34 Arkansas	7,363	1,131	15.4%
35 Colorado	7,769	1,154	14.9%
36 Washington	9,997	1,474	14.7%
37 Illinois	42,695	6,194	14.5%
38 Oklahoma	8,204	1,132	13.8%
39 West Virginia	3,901	521	13.4%
40 Mississippi	13,605	1,751	12.9%
41 So. Carolina	12,595	1,413	11.2%
42 Wyoming	1,015	108	10.6%
43 Nebraska	3,434	335	9.8%
44 South Dakota	1,924	159	8.3%
45 Arizona	10,626	618	5.8%
46 Alaska	1,888	98	5.2%

Source: *"Monthly Vital Statistics Report," 1982; Nat. Center for Health Statistics; Table 16.

**"Annual Report to Congress: 1982," (4D) p. 80.

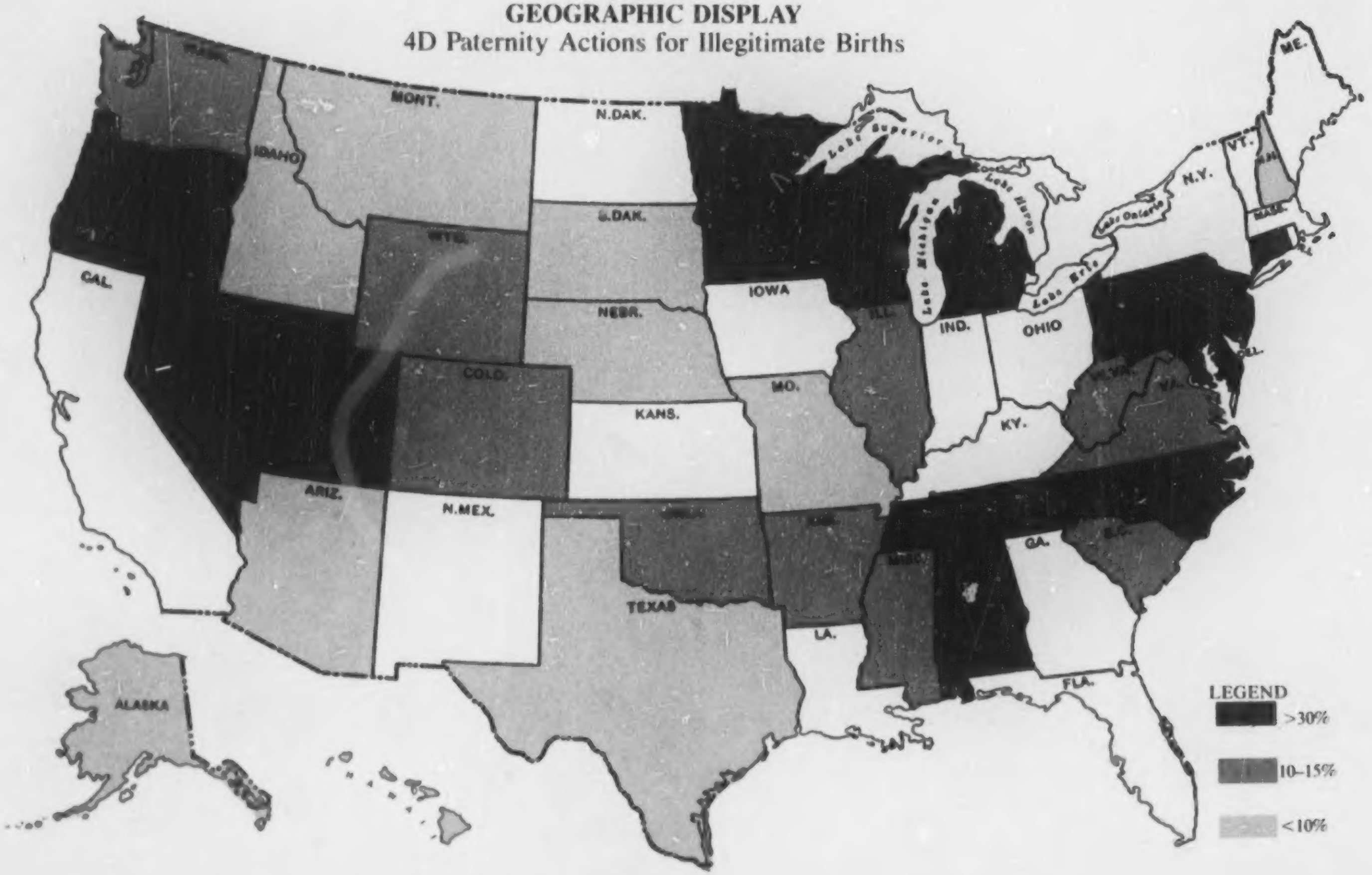
TABLE 5 (Continued)
4D PATERNITY ACTIONS FOR ILLEGITIMATE BIRTHS: 1982
(Sequenced by percent of illegitimate births normalized by paternity)

Rank	Illegitimate Births*	4D Paternity Actions**	% of Illegitimate Births
47 Texas	41,447	1,862	4.5%
48 New Hampshire	1,734	64	3.7%
49 Missouri	14,395	424	2.9%
50 Montana	2,070	56	2.7%
51 Idaho	1,726	34	2.0%
U.S. TOTAL	715,227	172,564	24.1%

Source: *"Monthly Vital Statistics Report," 1982; Nat. Center for Health Statistics; Table 16.

**"Annual Report to Congress: 1982," (4D) p. 80.

TABLE 5
GEOGRAPHIC DISPLAY
4D Paternity Actions for Illegitimate Births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N.DAK.
IDAHO
WYO.
S.DAK.
NEBR.
IOWA
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IND.
OHIO
KY.
W.VA.
VA.
ARIZ.
N.MEX.
TEXAS
LA.
GA.
S.C.
FLA.
N.Y.
VT.
N.H.
MASS.
ME.
DEL.
ALASKA
HAWAII
Lake Superior
Lake Michigan
Lake Huron
Lake Erie
Lake Ontario
LEGEND
>30%
10–15%
<10%

TABLE 6
4D PATERNITY SHORTFALL AGAINST ILLEGITIMACY: 1980–82
(Sequenced by percent of illegitimate births not resolved by 4D paternity)

Rank	Illegitimate Births*	Paternity Established**	Paternity NOT Established	Percent NOT Established
51 Missouri	42,069	1,071	40,998	97.5%
50 Idaho	4,970	189	4,781	96.2%
49 Texas	115,884	5,138	110,746	95.6%
48 New Hampshire	4,787	213	4,574	95.6%
47 Alaska	5,027	224	4,803	95.5%
46 Arizona	29,466	1,645	27,821	94.4%
45 Montana	5,760	323	5,437	94.4%
44 Nebraska	9,875	663	9,212	93.3%
43 South Dakota	5,446	379	5,067	93.0%
42 Wyoming	2,834	263	2,571	90.7%
41 Oklahoma	23,072	2,282	20,790	90.1%
40 Arkansas	22,527	2,538	19,989	88.7%
39 Washington	29,320	3,305	26,015	88.7%
38 So. Carolina	36,867	4,496	32,371	87.8%
37 West Virginia	11,458	1,425	10,033	87.6%
36 Mississippi	40,364	5,172	35,192	87.2%
35 Illinois	127,927	16,656	111,271	87.0%
34 Virginia	46,403	6,170	40,233	86.7%
33 Louisiana	58,775	8,237	50,538	86.0%
32 Dist. of Col.	15,536	2,585	12,951	83.4%
31 Colorado	21,343	3,558	17,785	83.3%
30 Indiana	41,984	7,659	34,325	81.8%
29 New Mexico	15,700	2,988	12,712	81.0%
28 Vermont	3,373	659	2,714	80.5%
27 Rhode Island	5,884	1,165	4,719	80.2%
26 Nevada	5,970	1,210	4,760	79.7%
25 Kansas	15,365	3,149	12,216	79.5%
24 New York	179,699	38,864	140,835	78.4%
23 Maine	7,108	1,567	5,541	78.0%
22 California	270,479	59,662	210,817	77.9%
U.S. AVERAGE				76.8%
21 Iowa	14,922	3,574	11,348	76.0%
20 Georgia	65,731	15,746	49,985	76.0%
19 Kentucky	26,748	6,429	20,319	76.0%
18 Florida	98,691	23,951	74,740	75.7%
17 Pennsylvania	89,275	22,051	67,224	75.3%
16 Ohio	91,755	22,674	69,081	75.3%
15 Hawaii	9,941	2,527	7,414	74.6%
14 North Dakota	3,552	949	2,603	73.3%
13 Massachusetts	35,808	10,028	25,780	72.0%
12 Minnesota	24,168	7,756	16,412	67.9%
11 Oregon	19,288	6,490	12,798	66.4%
10 Utah	8,209	2,850	5,359	65.3%
9 Delaware	6,706	2,396	4,310	64.3%
8 Alabama	41,940	15,658	26,282	62.7%
7 Tennessee	41,412	17,453	23,959	57.9%

Source: *"Monthly Vital Statistics Reports," 1980–82; Nat. Center for Health Statistics; Table 16.

**"Annual Report to Congress: 1983," (4D), Table 29 (col's 1980–82).

TABLE 6 (Continued)
4D PATERNITY SHORTFALL AGAINST ILLEGITIMACY: 1980–82
(Sequenced by percent of illegitimate births not resolved by 4D paternity)

Rank	Illegitimate Births*	Paternity Established**	Paternity NOT Established	Percent NOT Established
6 No. Carolina	49,682	21,198	28,484	57.3%
5 Wisconsin	32,186	13,776	18,410	57.2%
4 Michigan	68,920	32,399	36,521	53.0%
3 New Jersey	62,241	30,346	31,895	51.2%
2 Connecticut	22,544	11,187	11,357	50.4%
1 Maryland	48,678	27,182	21,496	44.2%
U.S. TOTAL	2,067,669	480,075	1,587,594	76.8%

Source: *"Monthly Vital Statistics Reports," 1980–82; Nat. Center for Health Statistics; Table 16.

**"Annual Report to Congress: 1983," (4D), Table 29 (col's 1980–82).

TABLE 7.
ESTABLISHMENT OF PATERNITY FOR ILLEGITIMATE CHILDREN
(Sequenced by percent change between 1983 and 1984)

Rank	Established in 1983*	Established in 1984**	Change From 1983 to 1984
1 Idaho	84	205	144.0%
2 Indiana	3,036	6,859	125.9%
3 New Hampshire	30	52	73.3%
4 So. Carolina	2,552	3,879	52.0%
5 Florida	10,679	15,741	47.4%
6 South Dakota	172	227	32.0%
7 Arkansas	1,489	1,911	28.3%
8 Ohio	7,767	9,804	26.2%
9 Rhode Island	451	549	21.7%
10 Wisconsin	5,688	6,908	21.4%
11 Mississippi	1,797	2,139	19.0%
12 Nebraska	410	477	16.4%
13 Iowa	922	1,072	16.3%
14 Colorado	1,033	1,183	14.5%
15 Pennsylvania	11,906	13,404	12.6%
16 California	21,714	24,378	12.3%
17 Washington	1,700	1,905	12.1%
18 North Dakota	440	488	10.9%
19 New Jersey	10,616	11,739	10.6%
20 New York	15,884	17,403	9.6%

Source: *"Annual Report to Congress: 1983," (4D), Table 29.

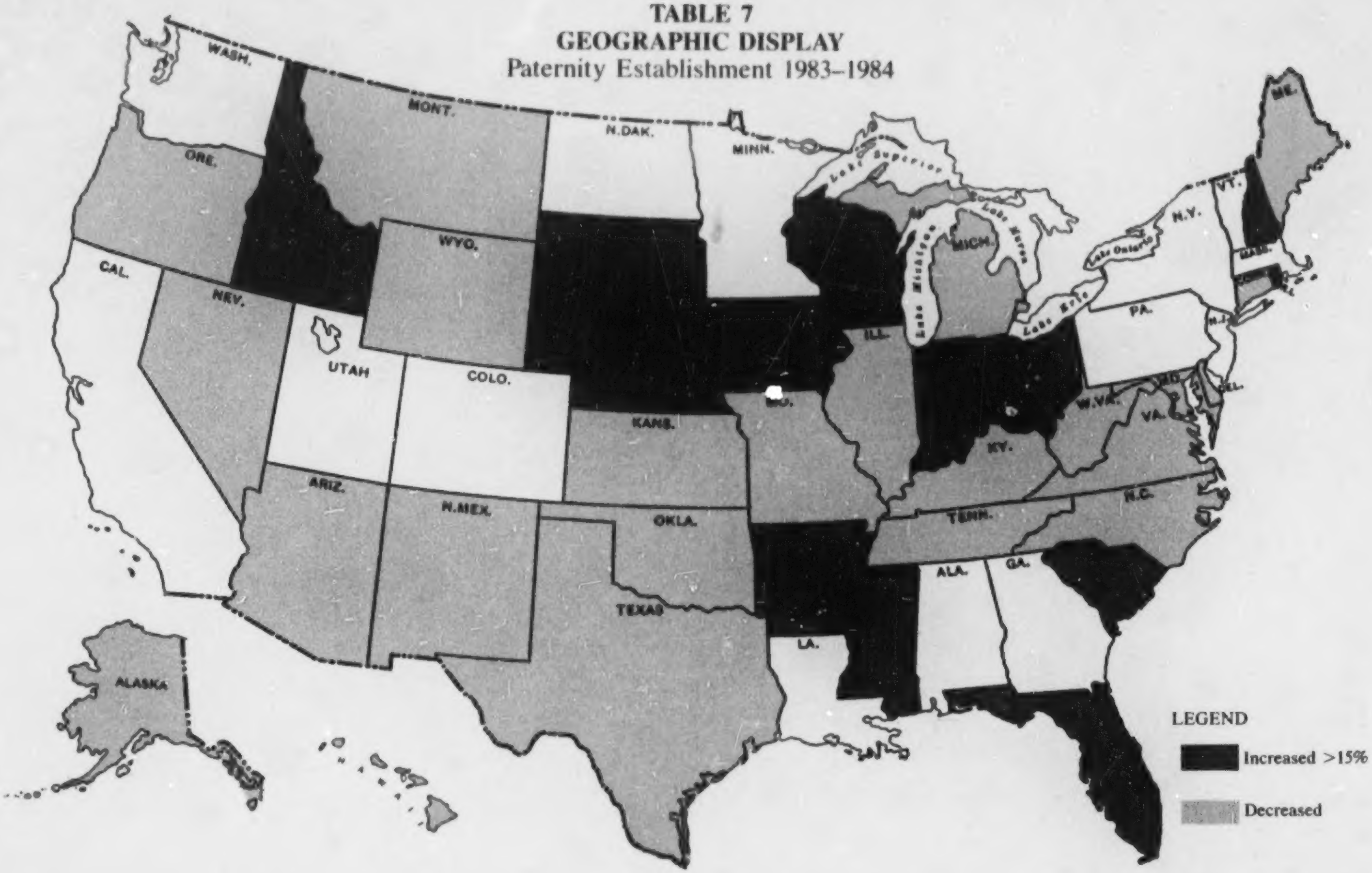
**Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 7 (Continued)
ESTABLISHMENT OF PATERNITY FOR ILLEGITIMATE CHILDREN
(Sequenced by percent change between 1983 and 1984)

Rank	**Established in 1983***	**Established in 1984****	**Change From 1983 to 1984**
21 Vermont	349	379	8.6%
22 Utah	1,546	1,669	8.0%
23 Georgia	6,102	6,518	6.8%
U.S. AVERAGE			4.7%
24 Minnesota	2,994	3,084	3.0%
25 Massachusetts	3,766	3,841	2.0%
26 Alabama	4,833	4,921	1.8%
27 Louisiana	3,195	3,180	−.5%
28 No. Carolina	7,368	7,185	−2.5%
29 Missouri	17,522	17,046	−2.7%
30 Connecticut	4,563	4,363	−4.4%
31 Tennessee	6,592	6,217	−5.7%
32 Kentucky	2,986	2,774	−7.1%
33 Maine	604	554	−8.3%
34 Maryland	8,915	8,083	−9.3%
35 Oregon	2,173	1,947	−10.4%
36 Montana	37	33	−10.8%
37 Alaska	105	90	−14.3%
38 New Mexico	1,141	970	−15.0%
39 Arizona	595	500	−16.0%
40 West Virginia	467	378	−19.1%
41 Michigan	17,374	13,875	−20.1%
42 Nevada	459	356	−22.4%
43 Hawaii	1,181	888	−24.8%
44 Delaware	1,346	972	−27.8%
45 Texas	1,085	769	−29.1%
46 Illinois	7,339	4,711	−35.8%
47 Kansas	682	404	−40.8%
48 Virginia	2,351	1,372	−41.6%
49 Dist. of Col.	811	471	−41.9%
50 Wyoming	66	32	−51.5%
51 Oklahoma	1,811	562	−69.0%
U.S. TOTAL	208,728	218,467	4.7%

Source: *"Annual Report to Congress: 1983," (4D), Table 29.
**Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 7
GEOGRAPHIC DISPLAY
Paternity Establishment 1983–1984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MONT.
WYO.
UTAH
COLO.
ARIZ.
N.MEX.
N.DAK.
MINN.
KANS.
OKLA.
TEXAS
MO.
ILL.
MICH.
LA.
KY.
TENN.
ALA.
GA.
W.VA.
VA.
N.C.
MD.
DEL.
N.J.
PA.
N.Y.
VT.
ME.
MASS.
CONN.
ALASKA
Lake Superior
Lake Michigan
Lake Huron
Lake Erie
Lake Ontario
LEGEND
Increased >15%
Decreased

4D SERVICE 2. ESTABLISHING SUPPORT OBLIGATIONS

WHAT 4D DOES: When a father voluntarily deserts his financial responsibility to his children, a court order requiring him to make child support payments must be obtained. If the parents were not married, the paternity of the father must be legally established first, as described under the preceding description of 4D SERVICE. Successful paternity action usually includes an order for child support payments, so SERVICE 2 deals only with married fathers who desert their families.

4D, upon direct request from the mother, or indirectly if she applies for AFDC benefits, will confirm the legal parentage of the father (from the child[ren]'s birth certificates and the marriage certificate linking the parents), estimate the father's ability to support his children from income tax or employment records, draft a voluntary support agreement in cooperation with the mother, and verify the father's absence from the home (by trying to contact him to get him to sign the voluntary agreement).

If the father is found and accepts the voluntary agreement, 4D will then ensure that it becomes part of a formal court order. If the father refuses to accept the agreement, 4D will represent the mother in a court hearing against the father.

If the father cannot be located or fails to appear at the court hearing, 4D will ask the court to issue an "interim" order for support, which 4D can then enforce, as described in SERVICE 3 in the next section.

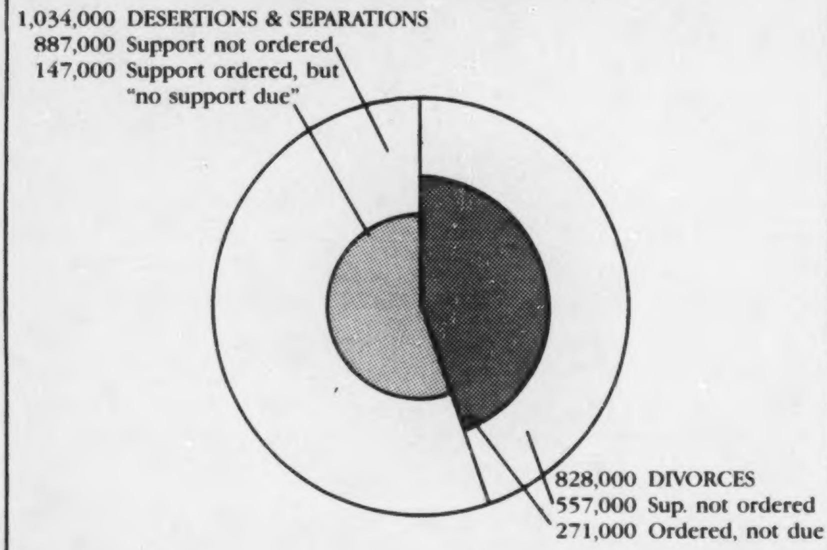
WHY AN OBLIGATION NEEDS TO BE ESTABLISHED: Very simply, the desertion of the father and non-support of his children must be legally established before any dollar obligation to his children can be enforced.

If the mother and children are on welfare, this is of particular interest to the working taxpayer, since no child support debt against the father begins to accrue until the order is issued.

NATIONAL SUMMARY: There are two major groups that need to be addressed by State Child Support Commissions. The first involves the breakup of marriages through informal separation or desertion that occurs each year in the U.S. 4D agencies should strive for virtually 100% effectiveness in obtaining child support obligations within a few weeks of the mother's reporting the failure of the father to financially support his children.

The second group, defined by Census data, is the many children whose parents are divorced or legally separated who do not have court orders that require the father to pay support. Census data do not offer any substantive explanation as to why so many fathers have not been ordered to pay child support. Chart K shows the national magnitude of this problem.

CHART K
1,862,000 FAMILIES
WITHOUT AN ENFORCEABLE OBLIGATION



Source:"Child Support and Alimony: 1981," U.S. Bureau of the Census, Table 1.

STATE-LEVEL STATISTICS

TABLE 8 on the next page displays the estimated number of divorces in the United States involving children in 1983. This number is compared (by percentages) to the number of support obligations established by 4D in 1983. Unduplicated counts of desertions and voluntary separations due to the father's initiative are not available at the national level.

The 4D program allows the States to double count its successes when a paternity action also establishes a support obligation, so each State Commission on Child Support should determine how its counts are defined; this is also the reason for not ranking this data category by State "effectiveness".

TABLE 9 displays the number of support obligations established through 4D action from 1978 through 1984. As with paternity action, some of the increases in reported actions are simply due to better statistical reporting systems, not increased activity. And a statistical mystery unfolds. TABLE 9 shows that State 4D agencies reported having established some 2.9 million support obligations from 1978 through 1984. The vast majority of those cases involve children who remain protected by the support order in 1985, or whose father still has uncollected arrearages in 1985. 1984 State-reported 4D data shows about 1.1 million 4D cases with any support payments. This leaves at least 1.8 million mothers with support orders but no collection. Yet, 1982 Census data shows that, of 8.4 female-headed households, 2.9 million out of 4 million families WITH support orders received support payments, a deficit of "only" 1.1 million cases with orders and no payments.

TABLE 10 shows the number of support obligations established by 4D in 1983 and 1984, ranked by the percentage change between those two years.

TABLE 8
SUPPORT OBLIGATIONS COMPARED TO DIVORCES: 1983

	Est. Divorces with Children**	Obligations Established* ***	Percent of Divorces
Alabama	14,100	6,766	48%
Alaska	2,100	1,197	57%
Arizona	11,500	3,069	27%
Arkansas	8,700	3,519	40%
California	71,500	54,598	76%
Colorado	10,800	6,356	59%
Connecticut	5,400	16,272	301%
Delaware	1,700	1,709	101%
Dist. of Col.	1,500	357	24%
Florida	39,200	18,098	46%
Georgia	17,800	9,551	54%
Hawaii	2,500	3,351	134%
Idaho	3,400	763	22%
Illinois	27,800	22,850	82%
Indiana	19,300	12,282	64%
Iowa	5,900	8,490	144%
Kansas	6,800	1,636	24%
Kentucky	9,400	4,826	51%
Louisiana	9,900	9,483	96%
Maine	3,200	3,374	105%
Maryland	8,800	7,423	84%
Massachusetts	9,700	9,196	95%
Michigan	21,800	15,436	71%

Source: *Includes obligations established not only for divorces, but also desertions, separations, and paternity establishment.

**Author's estimates from 1983 National Center for Health Statistics data.

***"Annual Report to Congress: 1983," (4D), Table 30.

TABLE 8 (Continued)
SUPPORT OBLIGATIONS COMPARED TO DIVORCES: 1983

	Est. Divorces with Children**	Obligations Established* ***	Percent of Divorces
Minnesota	8,000	6,626	83%
Mississippi	7,700	861	11%
Missouri	14,700	12,110	82%
Montana	2,600	486	19%
Nebraska	3,500	875	25%
Nevada	6,300	3,957	63%
New Hampshire	2,500	2,060	82%
New Jersey	14,600	28,481	195%
New Mexico	5,000	4,290	86%
New York	35,500	37,131	105%
No. Carolina	16,700	12,584	75%
North Dakota	1,300	528	41%
Ohio	29,700	8,461	28%
Oklahoma	13,100	3,747	29%
Oregon	9,100	6,989	77%
Pennsylvania	22,200	71,041	320%
Rhode Island	1,900	4,514	238%
So. Carolina	7,500	1,928	26%
South Dakota	1,400	516	37%
Tennessee	16,900	7,307	43%
Texas	53,400	13,523	25%
Utah	4,700	6,251	133%
Vermont	1,400	1,436	103%
Virginia	14,000	5,223	37%
Washington	15,000	10,948	73%
West Virginia	5,600	558	10%
Wisconsin	9,400	11,306	120%
Wyoming	2,200	317	14%
U.S. TOTAL	638,700	484,656	76%

Source: *Includes obligations established not only for divorces, but also desertions, separations, and paternity establishment.

**Author's estimates from 1983 National Center for Health Statistics data.

***"Annual Report to Congress: 1983," (4D), Table 30.

TABLE 9
1978–84 OBLIGATIONS ESTABLISHED & PAYING CASES IN 1984
(Sequenced by comparing paying cases in 1984 to available orders)

Rank	Obligations Established By 4D, 1978 to 1984*	Paying in 1984**	Comparison
1 Nebraska	3,643	9,061	249%
2 Michigan	88,292	124,320	141%
3 New Hampshire	4,987	6,205	124%
4 Montana	1,901	1,733	91%
5 Dist. of Col.	3,739	2,899	78%
6 Alaska	5,942	4,440	75%
7 Delaware	9,117	6,178	68%
8 Mississippi	6,372	4,083	64%
9 Maryland	72,500	42,360	58%
10 West Virginia	4,233	2,372	56%
11 Oregon	41,087	22,722	55%
12 So. Carolina	13,614	7,519	55%
13 Massachusetts	77,717	41,334	53%
14 Ohio	70,767	36,527	52%
15 Minnesota	49,664	25,032	50%
16 Maine	15,783	7,903	50%
17 Arizona	14,040	6,961	50%
18 New York	219,934	106,857	49%
19 South Dakota	3,735	1,795	48%
20 Tennessee	38,987	18,305	47%
21 Virginia	33,618	14,731	44%
22 Wisconsin	78,583	33,469	43%
23 New Jersey	177,119	74,096	42%
24 Pennsylvania	353,410	144,014	41%
U.S. AVERAGE			40%
25 Indiana	62,239	24,525	39%
26 California	395,676	155,606	39%
27 Washington	69,359	24,724	36%
28 Kentucky	26,147	9,007	34%
29 Kansas	19,293	6,569	34%
30 Nevada	21,658	7,003	32%
31 Iowa	51,800	16,472	32%
32 North Dakota	3,799	1,205	32%
33 Wyoming	1,731	539	31%
34 Alabama	53,252	16,059	30%
35 Rhode Island	17,108	5,074	30%
36 Vermont	7,853	2,320	30%
37 Georgia	51,384	14,965	29%
38 Arkansas	27,723	7,785	28%
39 No. Carolina	75,079	20,904	28%
40 Louisiana	61,549	16,965	28%
41 Connecticut	101,271	23,084	23%
42 Illinois	106,543	24,225	23%

Source: *"Annual Report to Congress: 1983," (4D). Table 30; 1978 Annual Rept. p. 108; 1984 unpublished data.

**Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 9 (Continued)
1978–84 OBLIGATIONS ESTABLISHED & PAYING CASES IN 1984
(Sequenced by comparing paying cases in 1984 to available orders)

Rank	Obligations Established By 4D, 1978 to 1984*	Paying in 1984**	Comparison
43 Oklahoma	20,531	4,623	23%
44 Hawaii	16,630	3,395	20%
45 Florida	101,810	19,177	19%
46 New Mexico	23,926	4,403	18%
47 Utah	37,972	6,575	17%
48 Colorado	43,298	7,187	17%
49 Idaho	20,402	3,068	15%
50 Texas	85,812	9,249	11%
51 Missouri	45,230	4,034	9%
U.S. TOTAL	2,937,859	1,183,658	40%

Source: *"Annual Report to Congress: 1983," (4D), Table 30; 1978 Annual Rept. p. 108; 1984 unpublished data.

**Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 10
SUPPORT OBLIGATIONS ESTABLISHED BY 4D PROGRAMS
(Sequenced by percent change between 1983 and 1984)

Rank	Established in 1983*	Established in 1984**	CHANGE 1983 to 84
Rank			
1 So. Carolina	1,928	5,862	204.0%
2 Maryland	7,423	21,590	190.9%
3 Louisiana	9,483	23,599	148.9%
4 Dist. of Col.	357	879	146.2%
5 Missouri	12,110	25,053	106.9%
6 Mississippi	861	1,680	95.1%
7 Alabama	6,766	11,615	71.7%
8 Ohio	8,461	14,475	71.1%
9 Michigan	15,436	24,826	60.8%
10 Minnesota	6,626	10,236	54.5%
11 Arkansas	3,519	4,666	32.6%
12 Wisconsin	11,306	14,667	29.7%
13 Montana	486	625	28.6%
14 Kentucky	4,826	6,181	28.1%
15 Tennessee	7,307	9,234	26.4%
16 Utah	6,251	7,894	26.3%
17 Iowa	8,490	10,701	26.0%
18 West Virginia	558	686	22.9%

Source: *"Annual Report to Congress: 1983," (4D), Table 30.

**Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

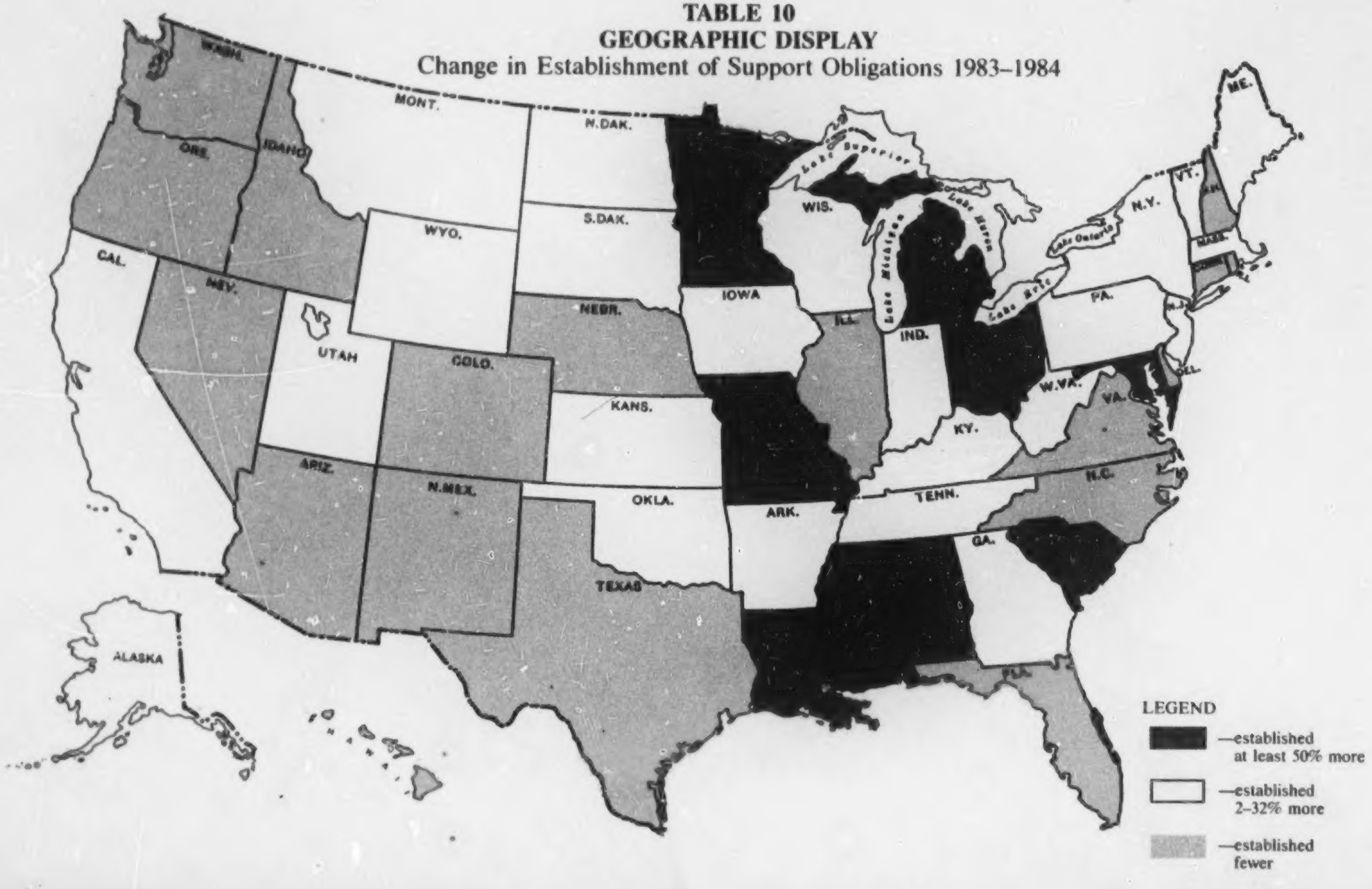
TABLE 10 (Continued)
SUPPORT OBLIGATIONS ESTABLISHED BY 4D PROGRAMS
(Sequenced by percent change between 1983 and 1984)

Rank	Established in 1983*	Established in 1984**	CHANGE 1983 to 84
19 North Dakota	528	647	22.5%
20 New York	37,131	45,144	21.6%
21 Oklahoma	3,747	4,549	21.4%
22 Vermont	1,436	1,720	19.8%
U.S. AVERAGE			15.2%
23 New Jersey	28,481	32,484	14.1%
24 Kansas	1,636	1,823	11.4%
25 Maine	3,374	3,657	8.4%
26 Massachusetts	9,196	9,806	6.6%
27 Pennsylvania	71,041	73,671	3.7%
28 Georgia	9,551	9,894	3.6%
29 California	54,598	56,528	3.5%
30 Wyoming	317	325	2.5%
31 Indiana	12,282	12,556	2.2%
32 South Dakota	516	516	0%
(The following established FEWER obligations in 1984 than 1983)			
33 No. Carolina	12,584	12,467	−.9%
34 Hawaii	3,351	3,297	−1.6%
35 Nevada	3,957	3,858	−2.5%
36 Alaska	1,197	1,145	−4.3%
37 Florida	18,098	16,686	−7.8%
38 Washington	10,948	9,416	−14.0%
39 Nebraska	875	749	−14.4%
40 New Mexico	4,290	3,672	−14.4%
41 Delaware	1,709	1,460	−14.6%
42 Idaho	763	648	−15.1%
43 Illinois	22,850	19,198	−16.0%
44 Texas	13,523	10,437	−22.8%
45 Oregon	6,989	5,323	−23.8%
46 Arizona	3,069	2,145	−30.1%
47 Colorado	6,356	4,370	−31.2%
48 Connecticut	16,272	10,115	−37.8%
49 Rhode Island	4,514	2,517	−44.2%
50 Virginia	5,223	2,834	−45,7%
51 New Hampshire	2,060	425	−79.4%
U.S. TOTAL	484,656	558,551	15.2%

Source: *"Annual Report to Congress: 1983," (4D), Table 30.

**Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 10
GEOGRAPHIC DISPLAY
Change in Establishment of Support Obligations 1983–1984


WASH.
ORE.
IDAHO
MONT.
N.DAK.
S.DAK.
WYO.
CAL.
NEV.
UTAH
COLO.
NEBR.
KANS.
IOWA
WIS.
ILL.
IND.
ARIZ.
N.MEX.
OKLA.
TEXAS
ARK.
KY.
TENN.
W.VA.
VA.
N.C.
GA.
FLA.
PA.
N.Y.
VT.
N.H.
ME.
MASS.
CONN.
N.J.
DEL.
ALASKA
Lake Superior
Lake Michigan
Lake Huron
Lake Ontario
Lake Erie
LEGEND
■ —established at least 50% more
☐ —established 2–32% more
▨ —established fewer

4D SERVICE 3. SUPPORT ENFORCEMENT

WHAT 4D DOES: When an absent father has been ordered by a court to pay child support and he pays none, the 4D program has the responsibility for locating the father and forcing him to begin meeting his obligations: payment of present support as it comes due and payment of accumulated arrearages.

As discussed in the previous two sections, 4D takes responsibility for establishing paternity and obtaining support orders for children born out of wedlock, and for obtaining a court order for support for victims of desertion or separation. The objective of both initiatives is to obtain an enforceable support order.

Therefore, the 7.4 million out of 8.5 million 4D cases without support payments in August of 1984, constitute, as the 4D program sees it, "work in progress," and as the children, mothers and working taxpayer see it, failures of the 4D program.

The 4D program has an array of laws and procedural remedies that makes it almost certain that any father living within the United States or its principal allies, who has enough income to pay as much as $5 per day in child support, can be forced to do so. It is in applying this power against millions of fathers that the lack of success of 4D becomes apparent.

NATIONAL SUMMARY: 4D is least successful in enforcing support orders of fathers of children on AFDC. As seen in CHART D (p. 15), only one AFDC family in five has child support collections to relieve the burden on the working taxpayer (by reducing dollar dependency on welfare), or to make it possible for the mother to escape the need for welfare.

4D and AFDC statistics combined reveal that, with about three million female-headed households on AFDC, there are some six million AFDC-related 4D cases. This apparent discrepancy has two valid explanations: first, each illegitimate child counts as one 4D "case," and an unwed mother often has more than one child, by the same—or different fathers; and secondly, when there was a support order in force while the family was on AFDC, any unpaid support becomes a debt by the absent father to the AFDC program. Such debt is not discharged when the family leaves AFDC, or even when the children reach adulthood.

STATE-LEVEL STATISTICS

TABLE 11 compares the number of new 4D cases opened in 1984 with the change in the number of 4D cases with collections between 1983 and 1984. For certain, a few fathers completed fulfilling their child support obligation in 1984. However, the national increase of 86,663 paying cases in 1984 compared to 1983 represents only 3.6% of the 2,420,957 "opportunities" for child support that presented themselves to 4D agencies in 1984.

One of the most important steps in reaching the point where child support collections begin is locating the absent father. Paternity cannot be established, even by default judgment, until the putative (accused) father has been legally summoned to appear in court to defend himself if he denies being the father. While interim support orders can be obtained in some instances without the father having been legally notified, the actual enforcement of support virtually requires that the father (and/or his employer) be located.

There are several popular fallacies regarding the process of locating absent parents. State Child Support Commissions are strongly urged to explore the reality behind the following popular myths:

a. "After a year or two, absent fathers can never be found." In order to avoid an AFDC overpayment, AFDC quality control reviewers each month are able to find the vast majority of fathers (whether or not they were ever married to the welfare mother) to see if he is paying child support which has not been reported. The Commission should examine recent quality control review findings of the AFDC program.

b. "After several years, finding the father is of no value." Absent fathers, particularly when living in another State, are located by earnings-related information: income tax, social security, unemployment, etc. Computer searching makes the locating process quite inexpensive; serendipity helps avoid spending effort on fathers who will be unable to pay—if they have little or no earnings, 4D will not be able to find them!

c. "Unwed mothers often can't even identify the father, say nothing of help locate him." Again, AFDC quality control debunks this myth. The problem is that establishing paternity is a rather labor-intensive activity that must have the close cooperation of local courts, including prosecutors.

TABLE 12 shows the number of AFDC-related 4D cases opened in 1984, and the total number of AFDC-related absent parents located in 1984 by State 4D agencies. Some of the locations were for cases opened prior to 1984; for some cases opened in 1984, the absent father's location was already known. Loosely defined statistical reporting may permit some States to report "finding" the same father several times in the year.

TABLE 13 shows the number of non-AFDC 4D cases opened in 1984, and the number of non-AFDC-related fathers located by the State over the same period. The absent father is often found in a State other than where the mother lives. The mother's State then requests that the father's State enforce the support obligation, under the Uniform Reciprocal Enforcement of Support Act, adopted by all States.

TABLE 14 compares the number of absent parents located by State 4D agencies in 1984 compared to 1983.

TABLE 11
NEW SUPPORT PAYORS IN 1984 COMPARED TO 4D CASES OPENED

Rank	Total Child Support Cases Opened in 1984*	Change in the Number of Cases with Payments from 1983 to 1984**	1984 Success Rate
1 Nebraska	10,100	2,278	22.6%
2 Idaho	9,782	1,541	15.8%
3 New Jersey	75,512	10,827	14.3%
4 Maine	11,242	1,466	13.0%
5 Pennsylvania	130,675	16,525	12.6%
6 So. Carolina	19,712	2,139	10.9%
7 Dist. of Col.	8,750	913	10.4%
8 Rhode Island	11,788	1,226	10.4%
9 Iowa	21,739	2,145	9.9%
10 Indiana	35,705	3,227	9.0%
11 Washington	42,469	3,142	7.4%
12 New Mexico	9,959	570	5.7%
13 Nevada	17,533	997	5.7%
14 Arkansas	23,532	1,299	5.5%
15 Ohio	108,441	5,869	5.4%
16 New York	156,341	8,393	5.4%
17 Utah	10,745	531	4.9%
18 No. Carolina	61,095	2,905	4.8%
19 Georgia	65,543	3,048	4.7%
20 Connecticut	36,058	1,667	4.6%
21 Alaska	5,687	251	4.4%
22 Minnesota	43,430	1,878	4.3%
23 Kansas	21,637	915	4.2%
24 Oregon	58,425	2,440	4.2%
U.S. AVERAGE			3.6%
25 Hawaii	10,370	369	3.6%
26 Massachusetts	16,127	567	3.5%
27 Delaware	9,441	313	3.3%
28 Montana	6,657	207	3.1%
29 Tennessee	51,051	1,392	2.7%
30 Illinois	89,890	2,241	2.5%

Source: *Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

***Ibid.*, less Tables 25 & 26 from 1983 "Report to Congress."

TABLE 11 (Continued)
NEW SUPPORT PAYORS IN 1984 COMPARED TO 4D CASES OPENED

Rank	Total Child Support Cases Opened in 1984*	Change in the Number of Cases with Payments from 1983 to 1984**	1984 Success Rate
31 Maryland	53,527	1,106	2.1%
32 Kentucky	37,027	749	2.0%
33 West Virginia	7,423	142	1.9%
34 Mississippi	28,726	547	1.9%
35 Oklahoma	63,342	867	1.4%
36 South Dakota	4,607	60	1.3%
37 Wisconsin	52,277	644	1.2%
38 California	305,528	3,165	1.0%
39 Arizona	30,534	272	.9%
40 Louisiana	76,680	504	.7%
41 Texas	167,052	926	.6%
(States below had FEWER cases paying support in 1984 than 1983)			
Vermont	3,265	−97	
Missouri	3,499	−62	
Wyoming	4,096	−6	
North Dakota	4,631	−159	
New Hampshire	6,735	−740	
Colorado	28,901	−589	
Alabama	43,166	−463	
Virginia	45,894	−377	
Michigan	108,993	−426	
Florida	165,618	−681	
U.S. TOTAL	2,420,957	86,663 (NET)	3.6%

Source: *Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

***Ibid.*, less Tables 25 & 26 from 1983 "Report to Congress."

TABLE 12
AFDC-RELATED 4D CASE OPENINGS AND ABSENT PARENTS LOCATED: 1984
(Sequenced by "locates" as a percent of cases opened)

Rank	AFDC-Related Cases Opened	Absent Parents Located by State	Percent of Cases Opened
1 Missouri	3,390	41,413	1,221.6%
2 Utah	9,234	17,588	190.5%
3 Iowa	18,870	27,270	144.5%
4 Michigan	84,007	81,409	96.9%
5 South Dakota	4,297	3,956	92.1%
6 Massachusetts	16,127	14,656	90.9%
7 Delaware	1,919	1,649	86.0%

Source: Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 12 (Continued)
AFDC-RELATED 4D CASE OPENINGS AND ABSENT PARENTS LOCATED: 1984

(Sequenced by "locates" as a percent of cases opened)

Rank	AFDC-Related Cases Opened	Absent Parents Located by State	Percent of Cases Opened
8 Hawaii	8,902	6,372	71.6%
9 Mississippi	28,186	19,485	69.1%
10 So. Carolina	16,996	11,028	64.9%
11 New Mexico	9,060	5,537	61.1%
12 Illinois	82,259	48,833	59.4%
13 Colorado	23,678	14,003	59.1%
14 Rhode Island	4,525	2,637	58.3%
15 Maryland	45,126	25,540	56.6%
16 Kansas	20,163	11,001	54.6%
17 Alaska	3,631	1,874	51.6%
18 No. Carolina	39,553	19,211	48.6%
19 Alabama	35,842	16,664	46.5%
20 Montana	6,528	2,829	43.3%
21 New York	121,578	48,931	40.2%
U.S. AVERAGE			38.6%
22 New Jersey	55,231	20,638	37.4%
23 Oregon	52,868	18,291	34.6%
24 West Virginia	7,105	2,304	32.4%
25 Louisiana	59,503	17,900	30.1%
26 California	236,010	65,680	27.8%
27 Wisconsin	44,347	12,310	27.8%
28 Washington	33,151	8,883	26.8%
29 Oklahoma	60,482	16,076	26.6%
30 Maine	7,457	1,957	26.2%
31 Nevada	14,119	3,662	25.9%
32 Pennsylvania	57,781	14,563	25.2%
33 Ohio	98,809	23,066	23.3%
34 Vermont	3,192	727	22.8%
35 Minnesota	30,468	6,841	22.5%
36 Dist. of Col.	7,934	1,772	22.3%
37 Tennessee	40,425	8,944	22.1%
38 North Dakota	3,972	861	21.7%
39 Georgia	48,395	10,362	21.4%
40 Kentucky	26,445	5,297	20.0%
41 Wyoming	3,801	752	19.8%
42 Florida	143,410	26,990	18.8%
43 Virginia	44,936	7,829	17.4%
44 Nebraska	4,439	716	16.1%
45 New Hampshire	5,126	826	16.1%
46 Arizona	27,463	4,401	16.0%
47 Indiana	33,077	4,850	14.7%
48 Arkansas	18,891	2,391	12.7%
49 Connecticut	32,860	3,601	11.0%
50 Idaho	7,902	424	5.4%
51 Texas	57,616	630	1.1%
U.S. TOTAL	1,851,085	715,430	38.6%

Source: Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 13
NON-AFDC 4D CASE OPENINGS AND ABSENT PARENTS LOCATED: 1984
(Sequenced by "locates" as a percent of cases opened)

Rank	Non-AFDC 4D Cases Opened	Absent Parents Located by State	Percent of Cases Opened
1 Missouri	109	5,654	5,187.2%
2 Montana	129	251	194.6%
3 Michigan	24,986	46,529	186.2%
4 New Mexico	899	1,484	165.1%
5 Mississippi	540	626	115.9%
6 Utah	1,511	1,717	113.6%
7 Iowa	2,869	2,901	101.1%
8 Oregon	5,557	4,021	72.4%
9 So. Carolina	2,716	1,805	66.5%
10 South Dakota	310	202	65.2%
11 Illinois	7,631	4,872	63.8%
12 Dist. of Col.	816	483	59.2%
13 Oklahoma	2,860	1,640	57.3%
14 Kansas	1,474	756	51.3%
15 Virginia	958	447	46.7%
16 Alaska	2,056	959	46.6%
17 Colorado	5,223	2,376	45.5%
18 Tennessee	10,626	4,788	45.1%
19 Alabama	7,324	2,901	39.6%
20 Arizona	3,071	1,146	37.3%
21 Nebraska	5,661	1,588	28.0%
22 Indiana	2,628	729	27.7%
23 North Dakota	659	166	25.2%
24 Washington	9,318	2,343	25.1%
U.S. AVERAGE			24.9%
25 California	69,518	16,467	23.7%
26 New Hampshire	1,609	368	22.9%
27 Arkansas	4,641	1,022	22.0%
28 Ohio	9,632	1,903	19.8%
29 Maryland	8,401	1,620	19.3%
30 No. Carolina	21,542	3,668	17.0%
31 Florida	22,208	3,656	16.5%
32 Georgia	17,148	2,685	15.7%
33 Louisiana	17,177	2,658	15.5%
34 New Jersey	20,281	2,849	14.0%
35 Hawaii	1,468	203	13.8%
36 Wyoming	295	40	13.6%
37 Wisconsin	7,930	1,041	13.1%
38 Pennsylvania	72,894	7,311	10.0%
39 New York	34,763	3,188	9.2%
40 West Virginia	318	27	8.5%
41 Minnesota	12,962	1,020	7.9%
42 Connecticut	3,198	223	7.0%
43 Vermont	73	5	6.8%
44 Nevada	3,414	171	5.0%
45 Idaho	1,880	91	4.8%

Source: Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 13 (Continued)
NON-AFDC 4D CASE OPENINGS AND ABSENT PARENTS LOCATED: 1984
(Sequenced by "locates" as a percent of cases opened)

Rank	Non-AFDC 4D Cases Opened	Absent Parents Located by State	Percent of Cases Opened
46 Kentucky	10,582	396	3.7%
47 Rhode Island	7,263	195	2.7%
48 Delaware	7,523	107	1.4%
49 Texas	109,436	795	.7%
51 Maine	3,785	0	.0%
? Massachusetts: Has never reported non-AFDC case openings to OCSE			
U.S. TOTAL	569,872	142,093	24.9%

Source: Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 14
ABSENT PARENTS LOCATED BY STATE 4D AGENCIES
(Sequenced by percent change in number located from 1983 to 1984)

Rank	Located in 1983*	Located in 1984**	Change
1 Illinois	19,764	53,705	171.7%
2 Dist. of Col.	851	2,255	165.0%
3 Vermont	400	732	83.0%
4 Missouri	26,213	47,067	79.6%
5 Arkansas	2,059	3,413	65.8%
6 South Dakota	2,540	4,158	63.7%
7 Kansas	8,209	11,757	43.2%
8 Tennessee	9,734	13,732	41.1%
9 Iowa	23,789	30,171	26.8%
10 Montana	2,567	3,080	20.0%
11 Alabama	16,473	19,565	18.8%
12 Michigan	109,745	127,938	16.6%
13 New Hampshire	1,027	1,194	16.3%
14 Georgia	11,264	13,047	15.8%
15 Washington	9,790	11,226	14.7%
16 Connecticut	3,498	3,824	9.3%
17 Louisiana	18,826	20,558	9.2%
18 Hawaii	6,032	6,575	9.0%
19 Pennsylvania	20,122	21,874	8.7%
U.S. AVERAGE			4.8%
20 Ohio	23,843	24,969	4.7%
21 Mississippi	19,319	20,111	4.1%

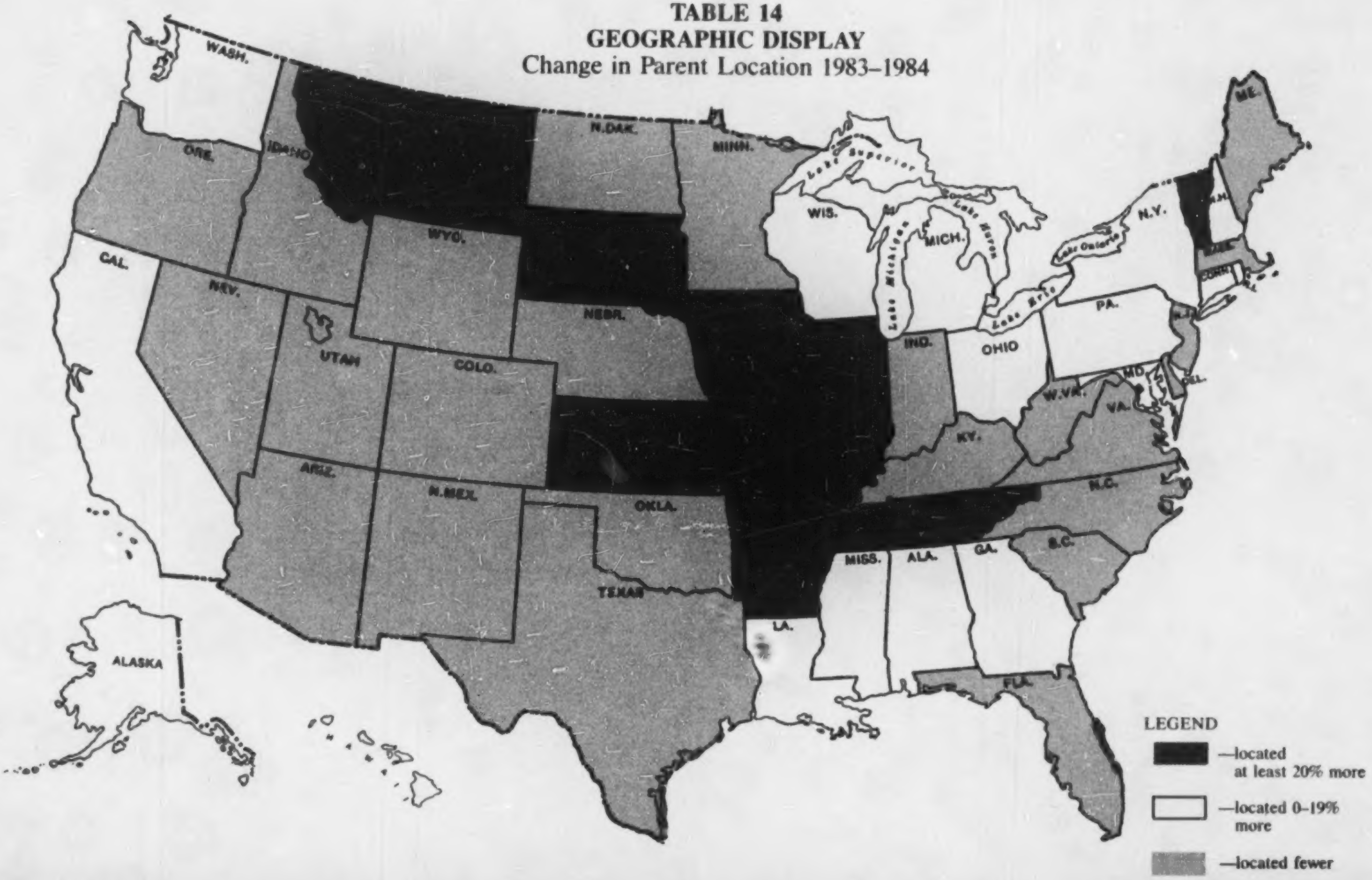
Source: *"Annual Report to Congress: 1983," (4D), Tables 25 & 26.
**Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 14 (Continued)
ABSENT PARENTS LOCATED BY STATE 4D AGENCIES
(Sequenced by percent change in number located from 1983 to 1984)

Rank	Located in 1983*	Located in 1984**	Change
22 New York	50,262	52,119	3.7%
23 Wisconsin	12,939	13,351	3.2%
24 Alaska	2,754	2,833	2.9%
25 California	79,858	82,147	2.9%
26 Maryland	26,698	27,160	1.7%
27 Rhode Island	2,827	2,832	.2%
(The following located FEWER absent parents in 1984 than 1983)			
28 Utah	19,478	19,305	−.9%
29 Oregon	23,010	22,312	−3.0%
30 No. Carolina	24,565	22,879	−6.9%
31 Arizona	5,961	5,547	−6.9%
32 New Jersey	26,790	23,487	−12.3%
33 Nevada	4,393	3,833	−12.7%
34 Virginia	9,507	8,276	−12.9%
35 Massachusetts	17,073	14,656	−14.2%
36 So. Carolina	15,031	12,833	−14.6%
37 Colorado	20,080	16,379	−18.4%
38 New Mexico	8,679	7,021	−19.1%
39 Idaho	638	515	−19.3%
40 Maine	2,467	1,957	−20.7%
41 Oklahoma	22,995	17,716	−23.0%
42 West Virginia	3,051	2,331	−23.6%
43 Kentucky	7,632	5,693	−25.4%
44 North Dakota	1,378	1,027	−25.5%
45 Delaware	2,402	1,756	−26.9%
46 Nebraska	3,554	2,304	−35.2%
47 Florida	54,852	30,646	−44.1%
48 Wyoming	1,419	792	−44.2%
49 Minnesota	15,246	7,861	−48.4%
50 Indiana	12,672	5,579	−56.0%
51 Texas	4,119	1,425	−65.4%
U.S. TOTAL	818,395	857,523	4.8%

Source: *"Annual Report to Congress: 1983," (4D), Tables 25 & 26.
**Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 14
GEOGRAPHIC DISPLAY
Change in Parent Location 1983–1984


WASH.
ORE.
CAL.
IDAHO
NEV.
UTAH
ARIZ.
WYO.
COLO.
N.MEX.
N.DAK.
NEBR.
OKLA.
TEXAS
MINN.
WIS.
MICH.
Lake Superior
Lake Michigan
Lake Huron
Lake Erie
Lake Ontario
IND.
OHIO
KY.
MISS.
ALA.
GA.
FLA.
LA.
S.C.
N.C.
VA.
W.VA.
MD.
DEL.
PA.
N.J.
N.Y.
CONN.
MASS.
N.H.
ME.
ALASKA
LEGEND
■ —located at least 20% more
☐ —located 0–19% more
▨ —located fewer

4D SERVICE 4. MAINTENANCE OF SUPPORT

WHAT 4D DOES: There are three primary functions served by the 4D program: collecting and distributing support payments, enforcing medical support requirements, and maintaining the equity of the support order.

1. 4D has the responsibility for bringing administrative procedures as well as civil and criminal court action to bear in order to enforce the payment of child support, and for the satisfaction of accumulated arrears. On behalf of children whose fathers do not routinely make their financial contributions as ordered by a court, 4D action can include garnishment of wages, interception of State and federal income tax refunds, attachment or seizure of personal property to satisfy unpaid support, and even the use of the U.S. Department of Treasury to collect child support as if it were a tax obligation.

Support collected on behalf of families not on AFDC is distributed by 4D to the custodial parent or the child. When the beneficiary family is on AFDC, the first $50 collected in any month is given to the AFDC family, without any reduction in the AFDC grant. Any further collection is distributed to the State and federal treasuries to offset part of the cost of the AFDC grant. A portion of the federal share is paid to the State as an "incentive" or "bounty" payment.

2. 4D now (as of the 1984 4D Amendments) has an expressed federal mandate to seek and collect medical support. This is available when the father has been ordered to pay his children's medical expenses, in addition to periodic cash support.

When the family is on AFDC, it is "automatically" eligible for Medicaid benefits; medical support collected by 4D serves to offset the Medicaid burden on the working taxpayer, through a process called Third-Party Liability. When the family is not on welfare, medical support reduces the dependency on the mother's financial resources. If the mother also has some medical insurance, the burden is shared through a process called Coordination of Benefits.

3. The primary need for 4D action to maintain the fairness of the child support order is because the period of time over which the support obligation is being accrued may last up to 18 years. As the father grows older, his income almost always increases far above the level used to determine his initial periodic obligation. In addition, inflation has not only increased his dollar earnings, but also increased the demands of his children to whom he must contribute.

4D can investigate the needs of the children and the father's increased ability to meet those needs, and petition the court with jurisdiction over the father to increase the future support obligation. 4D can also petition for medical support—particularly when the father can provide it without reducing his ability to pay cash support.

NATIONAL SUMMARY: The magnitude of the problem of unenforced child support obligations among the 8.4 million female-headed households in the Nation has been dealt with extensively above and will not be repeated here. What should be carefully examined using the State-level statistics below, is the opportunity for improvement in the many States with only token success in their 4D programs to date.

STATE-LEVEL STATISTICS

TABLE 15 shows the number of 4D cases with support payments in a typical month for 1983 and 1984. It is the basis for the "change" referenced in TABLE 11 earlier. Note that ten States experienced a DECREASE in the number of paying cases, while nine States and D.C. were able to increase their number of payors by more than 20% in a single year!

TABLE 16 compares the number of AFDC-related 4D cases with support payments in 1984 to the estimated total number of female-headed households on AFDC in each State. The federal 4D legislation provides 70% federal reimbursement for the vast majority of all 4D costs, including courts, prosecutors, clerical and investigative staffs, computers, office space, postage stamps, etc.

Commissions on Child Support must resolve their state's placement between the more than 10 to 1 extremes between Nevada and Missouri found in this table. The affront to the working taxpayer who must pay for the ineffectiveness of the many States with low performance should motivate the involvement of fiscal responsibility groups in those States.

The 1984 Child Support Amendments require States to begin advertising 4D services for non-welfare mothers no later than October, 1985, or face severe federal financial penalties. TABLE 17 shows that in only 6 States is the number of non-AFDC 4D families with support payments as much as 25% of the number of such families in need of 4D help.

The profile of these unhelped families is the national disgrace addressed by the 1984 amendments. CHART D identified the vast number of families without AFDC protection, and without either direct support payments or payments through 4D. Each Commission must examine the source, magnitude and impact on the children and mothers within its State, so that the grossest inequities can be effectively attacked over the next few years.

TABLE 15
NUMBER OF ABSENT PARENTS PAYING CHILD SUPPORT THROUGH 4D

(Sequenced by percent change in number paying from 1983 to 1984)

	Paying in 1983*	Paying in 1984**	% Change
1 Idaho	1,527	3,068	100.9%
2 Dist. of Col.	1,986	2,899	46.0%
3 So. Carolina	5,380	7,519	39.8%
4 Nebraska	6,783	9,061	33.6%
5 Rhode Island	3,848	5,074	31.9%
6 Georgia	11,917	14,965	25.6%
7 Oklahoma	3,756	4,623	23.1%
8 Maine	6,437	7,903	22.8%
9 Arkansas	6,486	7,785	20.0%
10 Ohio	30,658	36,527	19.1%
11 New Jersey	63,269	74,096	17.1%
12 Nevada	6,006	7,003	16.6%
13 Kansas	5,654	6,569	16.2%
14 No. Carolina	17,999	20,904	16.1%
15 Mississippi	3,536	4,083	15.5%
16 Indiana	21,298	24,525	15.2%
17 Iowa	14,327	16,472	15.0%
18 New Mexico	3,833	4,403	14.9%
19 Washington	21,582	24,724	14.6%
20 Montana	1,526	1,733	13.6%
21 Pennsylvania	127,489	144,014	13.0%
22 Hawaii	3,026	3,395	12.2%
23 Oregon	20,282	22,722	12.0%
24 Texas	8,323	9,249	11.1%
25 Illinois	21,984	24,225	10.2%
26 Kentucky	8,258	9,007	9.1%
27 Utah	6,044	6,575	8.8%
28 New York	98,464	106,857	8.5%
29 Tennessee	16,913	18,305	8.2%
30 Minnesota	23,154	25,032	8.1%
U.S. AVERAGE			7.9%
31 Connecticut	21,417	23,084	7.8%
32 West Virginia	2,230	2,372	6.4%
33 Alaska	4,189	4,440	6.0%
34 Delaware	5,865	6,178	5.3%
35 Arizona	6,689	6,961	4.1%
36 South Dakota	1,735	1,795	3.5%
37 Louisiana	16,461	16,965	3.1%
38 Maryland	41,254	42,360	2.7%

Source: *"Annual Report to Congress: 1983," (4D), Tables 25 & 26, 23.
**Unpublished State-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 15 (Continued)
NUMBER OF ABSENT PARENTS PAYING CHILD SUPPORT THROUGH 4D

(Sequenced by percent change in number paying from 1983 to 1984)

	Paying in 1983*	**Paying in 1984****	**% Change**
39 California	152,441	155,606	2.1%
40 Wisconsin	32,825	33,469	2.0%
41 Massachusetts	40,767	41,334	1.4%
42 Michigan	124,746	124,320	−.3%
43 Wyoming	545	539	−1.1%
44 Missouri	4,096	4,034	−1.5%
45 Virginia	15,108	14,731	−2.5%
46 Alabama	16,522	16,059	−2.8%
47 Florida	19,858	19,177	−3.4%
48 Vermont	2,417	2,320	−4.0%
49 Colorado	7,776	7,187	−7.6%
50 New Hampshire	6,945	6,205	−10.7%
51 North Dakota	1,364	1,205	−11.7%
U.S. TOTAL	1,096,995	1,183,658	7.9%

Source: *"Annual Report to Congress: 1983," (4D), Tables 25 & 26, 23.

**Unpublished State-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 15
GEOGRAPHIC DISPLAY
Change in Number of Absent Parents Paying Child Support

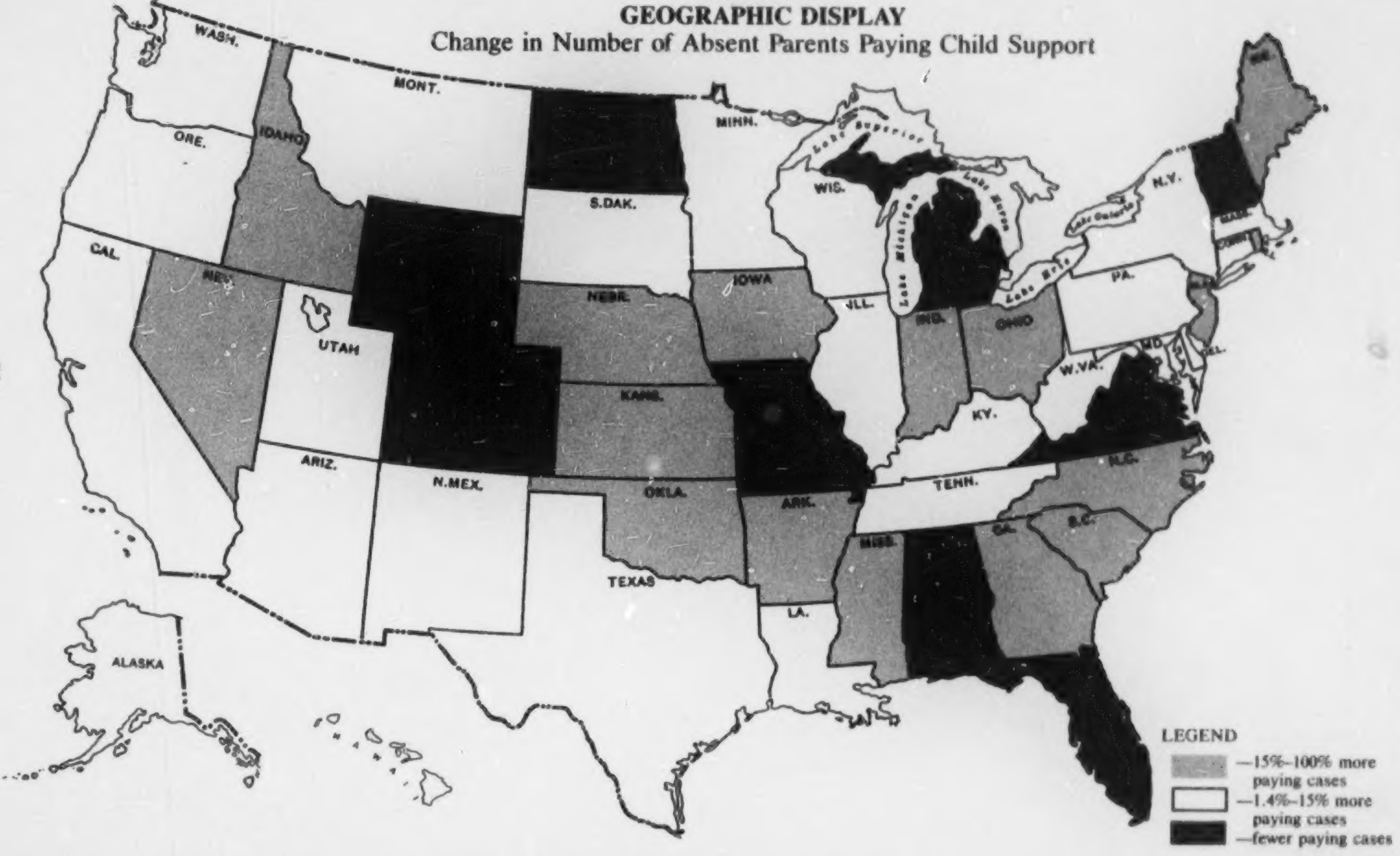

WASH.
ORE.
CAL.
IDAHO
NEV.
UTAH
ARIZ.
MONT.
N.MEX.
S.DAK.
NEBR.
KANS.
OKLA.
TEXAS
MINN.
IOWA
ARK.
LA.
WIS.
ILL.
MISS.
IND.
KY.
TENN.
OHIO
W.VA.
GA.
S.C.
N.C.
PA.
MD.
DEL.
N.Y.
MASS.
ME.
ALASKA
Lake Superior
Lake Michigan
Lake Huron
Lake Erie
Lake Ontario
LEGEND
—15%–100% more paying cases
—1.4%–15% more paying cases
—fewer paying cases

TABLE 16
FEMALE-HEADED AFDC CASES WITH 4D SUPPORT COLLECTED: 1984

(Sequenced by percent of cases with support collected)

	Female-Headed AFDC Cases*	Cases With Support Pmts.**	% With Child Support
1 Nevada	4,400	2,245	51%
2 Indiana	49,400	22,553	46%
3 Idaho	5,700	2,482	44%
4 Utah	13,400	5,686	42%
5 Iowa	30,800	12,232	40%
6 Maine	17,700	6,970	39%
7 Michigan	190,000	74,189	39%
8 Connecticut	39,500	14,600	37%
9 Wisconsin	69,300	24,166	35%
10 Alabama	46,100	15,166	33%
11 Washington	48,600	15,900	33%
12 Minnesota	42,600	13,904	33%
13 Delaware	8,800	2,615	30%
14 Vermont	7,600	2,167	29%
15 Kansas	17,700	4,901	28%
16 North Dakota	3,800	1,042	27%
17 Virginia	52,300	13,815	26%
18 Alaska	4,600	1,180	26%
19 Montana	5,400	1,385	26%
20 South Dakota	5,200	1,279	25%
21 Maryland	66,900	15,808	24%
22 No. Carolina	55,800	13,104	23%
23 New Jersey	130,000	29,751	23%
24 Colorado	22,300	5,096	23%
25 Massachusetts	105,900	23,482	22%
26 Pennsylvania	180,000	39,565	22%
27 California	400,000	87,307	22%
28 Arkansas	21,100	4,591	22%
29 Oregon	28,900	6,202	21%
U.S. AVERAGE			21%
30 Florida	78,000	15,596	20%
31 Nebraska	11,000	2,170	20%
32 Wyoming	2,000	393	20%
33 Ohio	150,000	28,771	19%
34 Rhode Island	16,900	3,133	19%
35 Hawaii	17,500	3,074	18%
36 New Mexico	16,700	2,779	17%
37 Tennessee	45,000	7,273	16%
38 New Hampshire	7,300	1,169	16%
39 Oklahoma	22,000	3,223	15%
40 West Virginia	15,700	2,247	14%
41 New York	330,000	46,386	14%
42 Georgia	68,400	8,964	13%
43 Louisiana	55,300	6,978	13%

Source: *"Quarterly Public Assistance Statistics," Dept. of Health and Human Services; Table 2 less Table 3.

**Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 16 (Continued)
FEMALE-HEADED AFDC CASES WITH 4D SUPPORT COLLECTED: 1984

(Sequenced by percent of cases with support collected)

	Female-Headed AFDC Cases*	Cases With Support Pmts.**	% With Child Support
44 So. Carolina	44,500	5,571	13%
45 Kentucky	49,100	5,171	11%
46 Arizona	18,100	1,813	10%
47 Illinois	200,000	17,622	9%
48 Dist. of Col.	24,200	1,999	8%
49 Mississippi	45,700	3,627	8%
50 Texas	83,900	4,674	6%
51 Missouri	63,500	2,280	4%
U.S. TOTAL	3,038,600	638,296	21%

Source: *"Quarterly Public Assistance Statistics," Dept. of Health and Human Services; Table 2 less Table 3.

**Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 16
GEOGRAPHIC DISPLAY
Percentage of Female-Headed AFDC Cases With 4D Support Collected

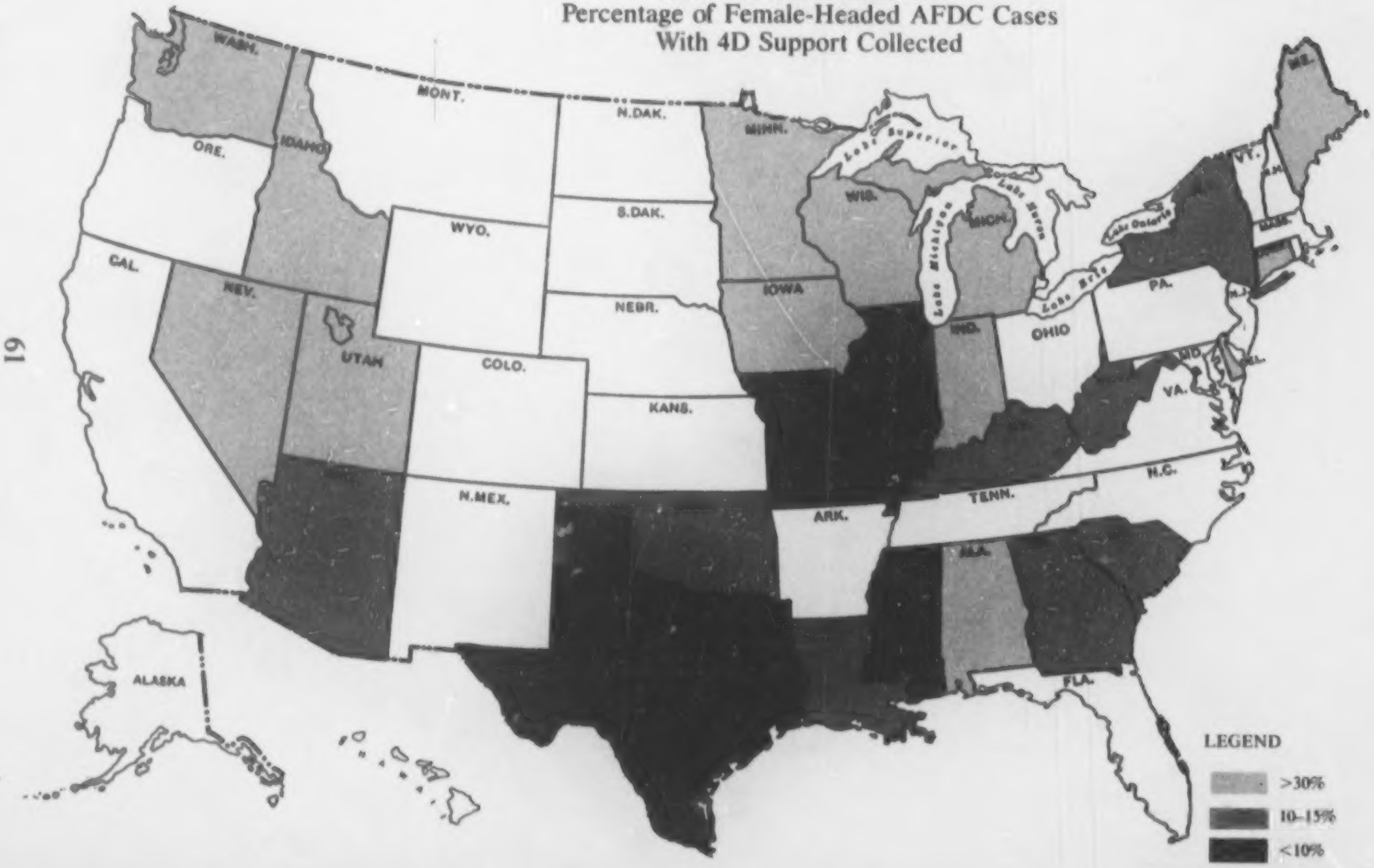

WASH.
ORE.
CAL.
IDAHO
NEV.
UTAH
MONT.
WYO.
COLO.
N.MEX.
N.DAK.
S.DAK.
NEBR.
KANS.
MINN.
IOWA
WIS.
MICH.
IND.
OHIO
PA.
VA.
N.C.
TENN.
ARK.
ALA.
FLA.
ME.
VT.
N.H.
MASS.
N.J.
MD.
DEL.
Lake Superior
Lake Michigan
Lake Huron
Lake Ontario
Lake Erie
ALASKA
LEGEND
>30%
10–15%
<10%

TABLE 17
FEMALE-HEADED NON-AFDC FAMILIES WITH 4D SUPPORT COLLECTED
(Sequenced by percent of families with support collected)

Rank	Female-Headed Non-AFDC Families*	Cases With Support Pmts.**	Percent With Child Support
1 Alaska	5,600	3,260	58%
2 Pennsylvania	270,000	104,449	39%
3 Oregon	53,000	16,520	31%
4 Michigan	170,000	50,131	29%
5 New Hampshire	20,000	5,036	25%
6 New Jersey	180,000	44,345	25%
7 Delaware	14,600	3,563	24%
8 Maryland	110,000	26,552	24%
9 Nebraska	29,500	6,891	23%
10 Nevada	23,700	4,758	20%
11 Minnesota	64,700	11,128	17%
12 Wisconsin	66,900	9,303	14%
13 Massachusetts	130,000	17,852	14%
14 California	500,000	68,299	14%
15 New York	480,000	60,471	13%
16 Washington	78,100	8,824	11%
17 Connecticut	78,300	8,484	11%
U.S. AVERAGE			10.2%
18 Iowa	42,200	4,240	10.0%
19 Rhode Island	20,900	1,941	9.3%
20 Louisiana	120,000	9,987	8.3%
21 Tennessee	140,000	11,032	7.9%
22 Arizona	66,700	5,148	7.7%
23 New Mexico	27,900	1,624	5.8%
24 Arkansas	57,700	3,194	5.5%
25 Maine	18,800	933	5.0%
26 Kentucky	79,500	3,836	4.8%
27 South Dakota	11,900	516	4.3%
28 No. Carolina	180,000	7,800	4.3%
29 Utah	20,700	889	4.3%
30 Dist. of Col.	24,600	900	3.7%
31 Georgia	170,000	6,001	3.5%
32 Kansas	47,300	1,668	3.5%
33 Idaho	17,400	586	3.4%
34 Ohio	240,000	7,756	3.2%
35 Colorado	66,700	2,091	3.1%
36 Illinois	240,000	6,603	2.8%
37 Hawaii	12,000	321	2.7%
38 Montana	14,700	348	2.4%
39 So. Carolina	86,400	1,948	2.3%
40 Wyoming	7,700	146	1.9%
41 Oklahoma	73,900	1,400	1.9%
42 Vermont	8,100	153	1.9%
43 Missouri	102,200	1,754	1.7%
44 North Dakota	9,600	163	1.7%
45 Indiana	130,000	1,972	1.5%

Source: *USA TODAY less Quarterly Public Assistance Statistics data.

**Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

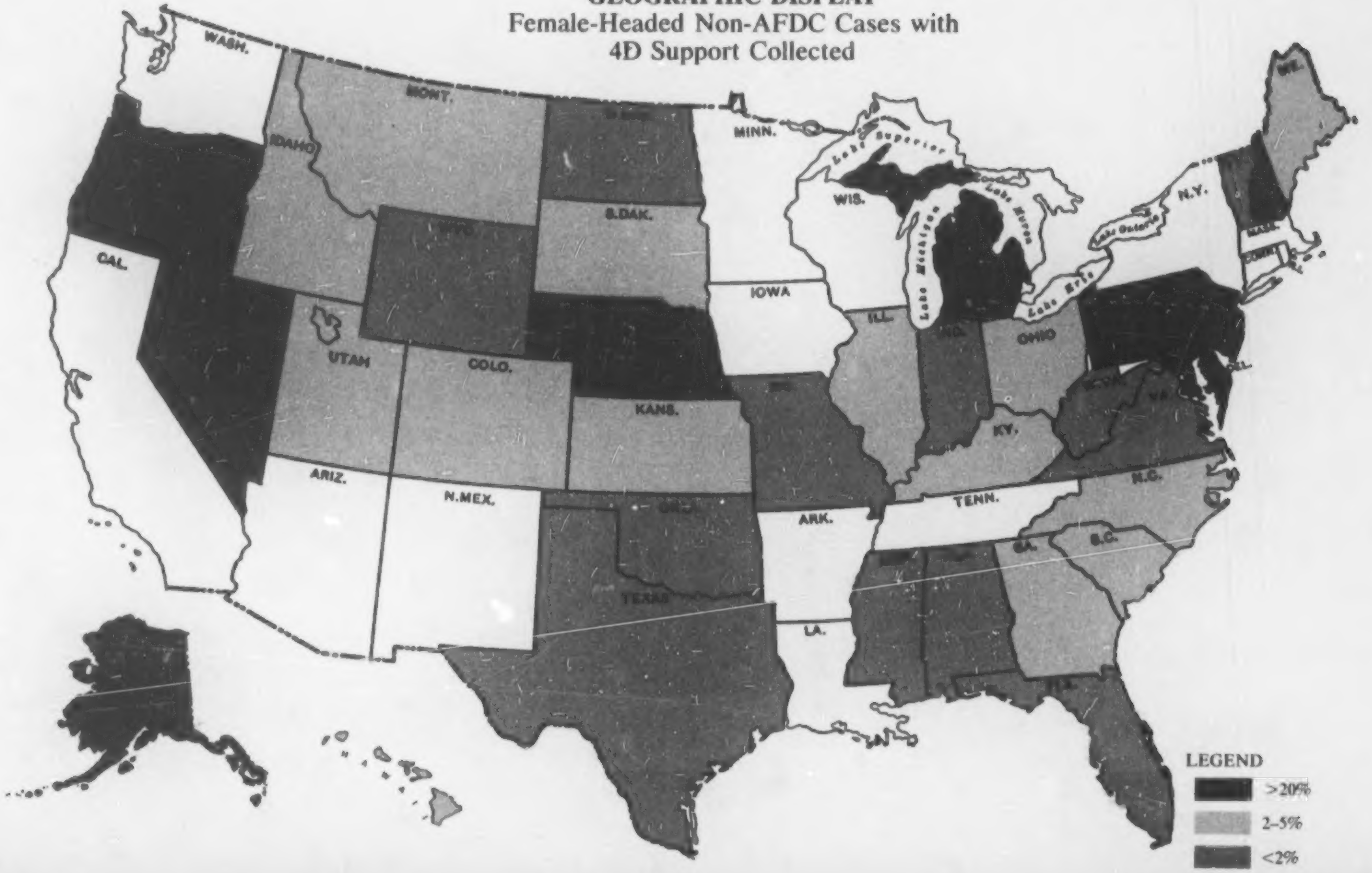
TABLE 17 (Continued)
FEMALE-HEADED NON-AFDC FAMILIES WITH 4D SUPPORT COLLECTED

(Sequenced by percent of families with support collected)

Rank	Female-Headed Non-AFDC Families*	Cases With Support Pmts.**	Percent With Child Support
46 Florida	290,000	3,581	1.2%
47 Texas	380,000	4,575	1.2%
48 Alabama	110,000	893	.8%
49 Mississippi	61,000	456	.7%
50 Virginia	150,000	916	.6%
51 West Virginia	48,500	125	.3%
U.S. TOTAL	5,350,800	545,362	10%

Source: *USA TODAY less Quarterly Public Assistance Statistics data.
**Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 17
GEOGRAPHIC DISPLAY
Female-Headed Non-AFDC Cases with
4D Support Collected


WASH.
MONT.
IDAHO
MINN.
S.DAK.
CAL.
IOWA
WIS.
Lake Superior
Lake Michigan
Lake Huron
Lake Ontario
Lake Erie
N.Y.
MASS.
CONN.
ILL.
IND.
OHIO
UTAH
COLO.
KANS.
KY.
W.VA.
VA.
DEL.
ARIZ.
N.MEX.
OKLA.
TENN.
N.C.
ARK.
S.C.
GA.
TEXAS
LA.
FLA.
LEGEND
>20%
2–5%
<2%

IV. THE FUTURE OF CHILD SUPPORT

The preceding pages offer much more information on "effects" than on "causes" of the national dilemma of State Commissions on Child Support: how much to invest to find fathers who shirk their financial responsibilities to their children and MAKE them pay and at what cost to the beleaguered taxpayer.

A simple benchmark is offered to establish the dollars perspective in this dilemma. Census data show nearly 17 million children now living with their mothers in homes from which their father is absent. The benchmark is $5 per child per day for every child in need of support in the Nation. $5 equates to less than 2 hours' pay even at the minimum wage; $35 per week, $152 per month or $1,825 per year. This amount is somewhat less than the amount collected from the typical 4D collection of $162 per month for cases with any payments in 1984. It is also less than the overall Census average payment of $176 per month which includes non-4D families.

The impact of $5 in child support per day on the quality of life of a child can be seen in an objective light, using research by the Department of Agriculture (USDA).[6] Ongoing USDA research into the costs of raising a child creates four basic standards of living into which each child can be categorized. The USDA study goes into great detail, considering such factors as:

- Geographic region: Northeast, North Central, South and West
- Community type: Urban, Rural Non-farm, and Rural farm
- Number of siblings of the child
- Total family income

Families are then generalized into four economic levels:

1. "Economy"—children who would quality for AFDC, Food Stamps, Medicaid, and many other welfare programs.
2. "Low"—the family would not qualify for AFDC, but very likely for school lunch, WIC program, and educational benefits.
3. "Moderate"—would include the vast American middle class.
4. "Liberal"—would be characterized by a family of four with $65,000 annual income.

1984 USDA data clearly show that the addition of $5 per child per day in child support will raise the standard of living for each child in levels 1–3 by almost exactly one level.

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[6] "Family Economics Review," 1985, No. 2; p. 32–33, and also "USDA Estimates of the Cost of Raising a Child," 1981; Carolyn S. Edwards, USDA, Tables 8–10, U.S. Dept. of Agriculture, Agriculture Research Service.

Families in level 1 can escape the social stigma of being totally dependent on welfare, paid for by the working taxpayer, with the help of child support payments. Child support can also provide the cushion to allow the mother to enter the workforce and improve her economic outlook for the time when she no longer qualifies for AFDC or child support help. Ongoing child support enforcement may be an effective way of weaning a mother from AFDC dependency which is possibly a factor in the number of illegitimate births to older mothers shown on Chart J. The USDA data suggest that the major improvements in quality of life due to the $5 per child per day to families in level 1 will be in the areas of housing, and "personal care:" recreation, reading, etc.

Families in level 2 receiving $5 per child per day in support payments can escape all dependency on welfare. The USDA data suggest that the major improvements in their quality of life will be in the areas of housing and transportation.

The USDA data show that the primary effects of $5 per child per day on children already in level 3 are in educational expenditures and housing.

Census data also suggest that by paying $5 per child per day in support to his estranged family, the comparative quality of life between the father's new and former households might be significantly equalized.

$5 per child per day for those 17 million children equates to over $30 BILLION per year! TABLE 18 displays the monetary potential by State, and the extraordinary range of success, from 1% to 27%, by which States varied from the national average of 8% in 1984.

TABLE 19 equates the total weekly 4D collections within each State to the average female-headed household in the State. The range from $0.96 to $19.24 is over 20 to 1.

TABLE 20 equates 1984 annual investment in the child support enforcement programs per female-headed household. 4D is an open-ended entitlement; State spending (within broad federal guidelines) is not limited by federal appropriation levels. The national average shows that $84.99 in State and federal funds were spent per female-headed household for child support enforcement in 1984. Three States spent more than twice the average, 8 less than half the average.

Probably the most interesting contrast in the Nation is between two nearby midwestern States: Michigan and Illinois. Michigan invested $123.67 per female-headed household in 1984, compared to $42.29 for Illinois, a factor of nearly 3 to 1. Michigan's results were that the average weekly collection per female-headed household was $17.74, compared to Illinois' $1.87, a factor of more than 9 to 1. Michigan collected $7.46 for every dollar in administrative costs, while Illinois spent a dollar to collect only $2.30 in child support.

TABLE 21 relates the 8.4 million female-headed families to the 22,485 full-time equivalent 4D staff as of September 30, 1984 by State. Tables 19 through 21 fail to show any State that can collect any substantial amount of support by "skimming" from very high ratios of "customers" to staff.

TABLE 18
CHILD SUPPORT POTENTIAL AT $5 PER CHILD PER DAY MINIMUM

(Sequenced by 1984 4D collections compared to "potential")

Rank	Children in Female Headed Households*	Potential × (000)	Collected in 1984 × (000)**	Success Rate
1 Alaska	20,600	$37,595	$10,307	27%
2 Michigan	720,000	$1,314,000	$332,001	25%
3 Pennsylvania	900,000	$1,642,500	$324,937	20%
4 New Jersey	620,000	$1,131,500	$184,743	16%
5 Nebraska	81,000	$147,825	$19,926	13%
6 Minnesota	214,600	$391,645	$52,152	13%
7 Wisconsin	280,000	$511,000	$65,434	13%
8 Iowa	146,000	$266,450	$33,140	12%
9 New Hampshire	54,600	$99,645	$11,914	12%
10 Oregon	163,800	$298,935	$35,567	12%
11 Utah	68,000	$124,100	$14,666	12%
12 Maryland	360,000	$657,000	$76,637	12%
13 Delaware	46,600	$85,045	$9,868	12%
14 Connecticut	240,000	$438,000	$43,160	10%
15 Massachusetts	460,000	$839,500	$82,517	10%
16 Washington	260,000	$474,500	$46,015	10%
17 Hawaii	58,800	$107,310	$10,271	10%
18 Maine	72,800	$132,860	$12,052	9%
19 California	1,800,000	$3,285,000	$289,030	9%
U.S. AVERAGE				8%
20 North Dakota	27,000	$49,275	$3,211	7%
21 Nevada	56,000	$102,200	$6,441	6%
22 New York	1,640,000	$2,993,000	$182,541	6%
23 Rhode Island	75,600	$137,970	$7,882	6%
24 Idaho	46,200	$84,315	$4,722	6%
25 Vermont	31,400	$57,305	$2,880	5%
26 Kentucky	260,000	$474,500	$22,363	5%
27 Colorado	178,000	$324,850	$15,129	5%
28 Arizona	169,600	$309,520	$14,247	5%

Source: *Author's estimates based on USA TODAY & Census data.

**Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 18 (Continued)
CHILD SUPPORT POTENTIAL AT $5 PER CHILD PER DAY MINIMUM
(Sequenced by 1984 4D collections compared to "potential")

Rank	Children in Female Headed Households*	Potential × (000)	Collected in 1984 × (000)**	Success Rate
29 South Dakota	34,000	$62,050	$2,732	4%
30 No. Carolina	480,000	$876,000	$37,295	4%
31 Louisiana	360,000	$657,000	$27,407	4%
32 Kansas	130,000	$237,250	$9,504	4%
33 Missouri	340,000	$620,500	$24,818	4%
34 Indiana	360,000	$657,000	$26,048	4%
35 Montana	40,200	$73,365	$2,894	4%
36 Wyoming	19,400	$35,405	$1,253	4%
37 Tennessee	360,000	$657,000	$22,295	3%
38 New Mexico	89,200	$162,790	$5,523	3%
39 Florida	740,000	$1,350,500	$42,075	3%
40 Ohio	780,000	$1,423,500	$41,570	3%
41 Arkansas	157,600	$287,620	$7,818	3%
42 Illinois	880,000	$1,606,000	$42,876	3%
43 Oklahoma	191,800	$350,035	$8,384	2%
44 So. Carolina	260,000	$474,500	$11,077	2%
45 Dist. of Col.	97,600	$178,120	$3,993	2%
46 Georgia	480,000	$876,000	$18,583	2%
47 Alabama	320,000	$584,000	$11,978	2%
48 Virginia	400,000	$730,000	$14,045	2%
49 West Virginia	128,400	$234,330	$3,977	2%
50 Texas	940,000	$1,715,500	$25,043	1%
51 Mississippi	213,400	$389,455	$5,301	1%
U.S. TOTAL	16,852,200	$30,755,265	$2,310,240	8%

Source: *Author's estimates based on USA TODAY & Census data.
**Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 19
4D WEEKLY COLLECTION PER FEMALE-HEADED HOUSEHOLD
(Sequenced by weekly 4D collection per household)

Rank	Total Collected by 4D in 1984*	Female-Headed Households**	Weekly Amount Per Household
1 Alaska	$10,307,281	10,300	$19.24
2 Michigan	$332,000,557	360,000	$17.74
3 Pennsylvania	$324,936,626	450,000	$13.89
4 New Jersey	$184,742,741	310,000	$11.46
5 Nebraska	$19,925,752	40,500	$9.46
6 Minnesota	$52,151,673	107,300	$9.35
7 Wisconsin	$65,434,047	140,000	$8.99

Source: *Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.
**USA TODAY.

TABLE 19 (Continued)
4D WEEKLY COLLECTION PER FEMALE-HEADED HOUSEHOLD
(Sequenced by weekly 4D collection per household)

Rank	Total Collected by 4D in 1984*	Female-Headed Households**	Weekly Amount Per Household
8 Iowa	$33,139,637	73,000	$8.73
9 New Hampshire	$11,914,155	27,300	$8.39
10 Oregon	$35,567,074	81,900	$8.35
11 Utah	$14,666,376	34,000	$8.30
12 Maryland	$76,637,378	180,000	$8.19
13 Delaware	$9,867,875	23,300	$8.14
14 Connecticut	$43,160,081	120,000	$6.92
15 Massachusetts	$82,516,805	230,000	$6.90
16 Washington	$46,014,513	130,000	$6.81
17 Hawaii	$10,271,270	29,400	$6.72
18 Maine	$12,051,885	36,400	$6.37
19 California	$289,030,038	900,000	$6.18
U.S. AVERAGE			$5.27
20 North Dakota	$3,210,560	13,500	$4.57
21 Nevada	$6,441,036	28,000	$4.42
22 New York	$182,541,005	820,000	$4.28
23 Rhode Island	$7,881,944	37,800	$4.01
24 Idaho	$4,722,054	23,100	$3.93
25 Vermont	$2,879,838	15,700	$3.53
26 Kentucky	$22,362,713	130,000	$3.31
27 Colorado	$15,129,441	89,000	$3.27
28 Arizona	$14,246,531	84,800	$3.23
29 South Dakota	$2,732,200	17,000	$3.09
30 No. Carolina	$37,295,199	240,000	$2.99
31 Louisiana	$27,407,359	180,000	$2.93
32 Kansas	$9,503,869	65,000	$2.81
33 Missouri	$24,818,442	170,000	$2.81
34 Indiana	$26,048,408	180,000	$2.78
35 Montana	$2,893,629	20,100	$2.77
36 Wyoming	$1,253,045	9,700	$2.48
37 Tennessee	$22,295,129	180,000	$2.38
38 New Mexico	$5,522,720	44,600	$2.38
39 Florida	$42,075,057	370,000	$2.19
40 Ohio	$41,569,531	390,000	$2.05
41 Arkansas	$7,817,794	78,800	$1.91
42 Illinois	$42,875,741	440,000	$1.87
43 Oklahoma	$8,383,715	95,900	$1.68
44 So. Carolina	$11,076,707	130,000	$1.64
45 Dist. of Col.	$3,993,216	48,800	$1.57
46 Georgia	$18,582,822	240,000	$1.49
47 Alabama	$11,977,783	160,000	$1.44
48 Virginia	$14,045,162	200,000	$1.35
49 West Virginia	$3,977,421	64,200	$1.19
50 Texas	$25,042,824	470,000	$1.02
51 Mississippi	$5,300,842	106,700	$.96
U.S. TOTAL	$2,310,239,501	8,426,100	$5.27

Source: *Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

**USA TODAY.

TABLE 19
GEOGRAPHIC DISPLAY
4D Weekly Collection Per Female-Headed Household

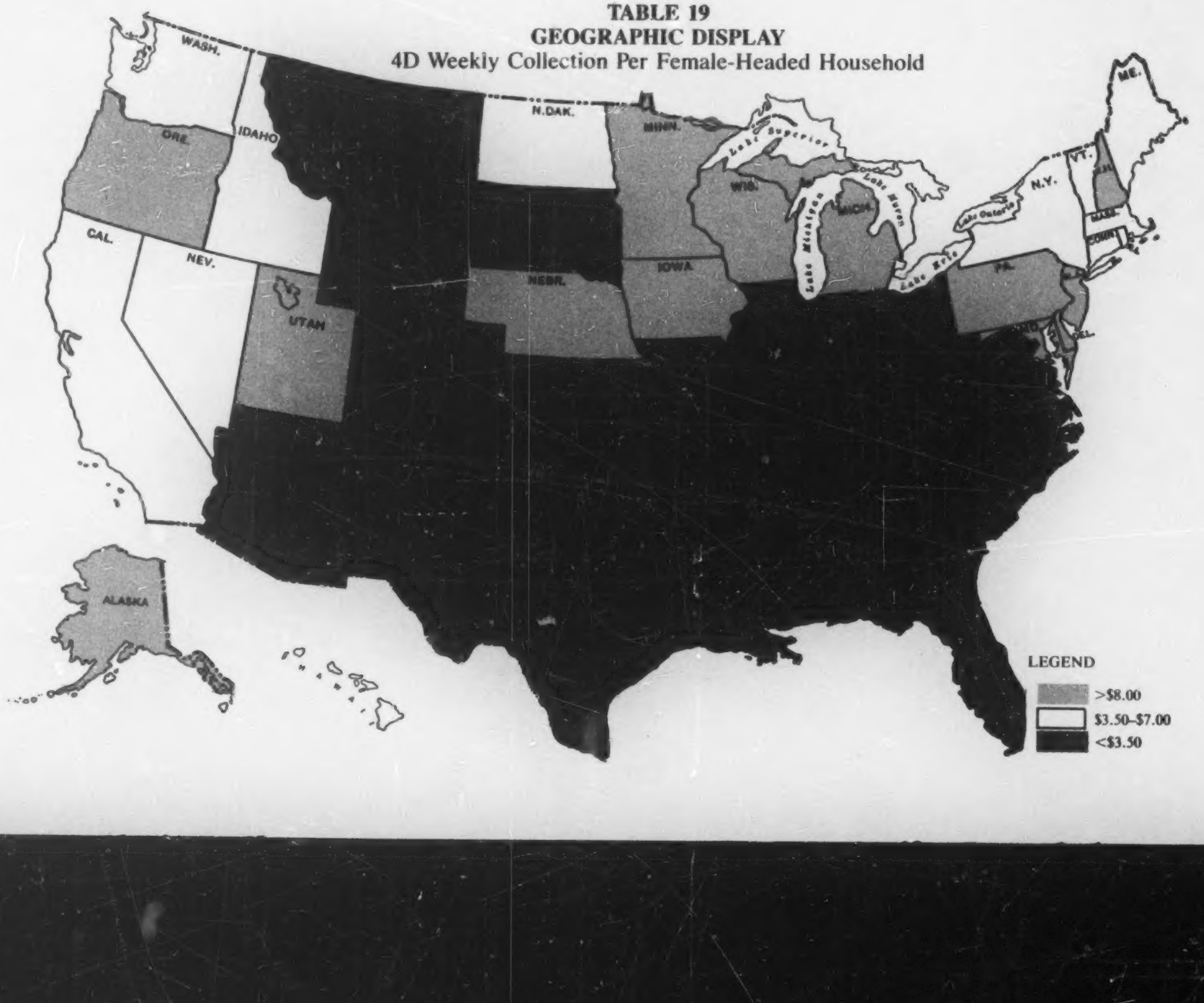
WASH.
ORE.
IDAHO
CAL.
NEV.
UTAH
N.DAK.
MINN.
NEBR.
IOWA
WIS.
MICH.
Lake Superior
Lake Michigan
Lake Huron
Lake Erie
Lake Ontario
PA.
N.Y.
VT.
N.H.
ME.
MASS.
CONN.
MD.
DEL.
ALASKA
HAWAII
LEGEND
▨ >$8.00
☐ $3.50–$7.00
■ <$3.50

TABLE 20
4D INVESTMENT PER FEMALE-HEADED HOUSEHOLD: 1984
(Sequenced by federal and State investment per household)

	Total 4D Cost of Administration*	**Female-Headed Households****	**Investment Per Household: 1984**
1 Alaska	$4,332,070	10,300	$420.59
2 Utah	$7,349,761	34,000	$216.17
3 Minnesota	$17,775,141	107,300	$165.66
4 Washington	$19,891,105	130,000	$153.01
5 Oregon	$12,444,772	81,900	$151.95
6 Hawaii	$4,338,460	29,400	$147.57
7 Wisconsin	$20,133,596	140,000	$143.81
8 California	$123,959,665	900,000	$137.73
9 New Jersey	$40,267,170	310,000	$129.89
10 Michigan	$44,522,082	360,000	$123.67
11 Nevada	$3,364,023	28,000	$120.14
12 New York	$91,477,404	820,000	$111.56
13 Idaho	$2,538,638	23,100	$109.90
14 North Dakota	$1,458,054	13,500	$108.00
15 Connecticut	$12,846,667	120,000	$107.06
16 Nebraska	$4,254,891	40,500	$105.06
17 Maryland	$18,551,143	180,000	$103.06
18 Colorado	$8,821,420	89,000	$99.12
19 Delaware	$2,105,604	23,300	$90.37
20 Maine	$3,242,161	36,400	$89.07
21 New Hampshire	$2,380,330	27,300	$87.19
22 Pennsylvania	$39,081,546	450,000	$86.85
U.S. AVERAGE			$84.99
23 Iowa	$5,820,557	73,000	$79.73
24 Montana	$1,580,139	20,100	$78.61
25 Louisiana	$14,012,791	180,000	$77.85
26 Arizona	$6,575,754	84,800	$77.54
27 Vermont	$1,184,855	15,700	$75.47
28 New Mexico	$3,308,247	44,600	$74.18
29 Massachusetts	$16,989,194	230,000	$73.87
30 South Dakota	$1,243,270	17,000	$73.13
31 Kansas	$4,709,527	65,000	$72.45
32 Alabama	$10,762,641	160,000	$67.27
33 Dist. of Col.	$3,209,565	48,800	$65.77
34 Arkansas	$5,063,997	78,800	$64.26
35 Kentucky	$8,143,252	130,000	$62.64
36 Rhode Island	$2,358,582	37,800	$62.40
37 Oklahoma	$5,871,800	95,900	$61.23
38 No. Carolina	$14,117,988	240,000	$58.82
39 Missouri	$9,965,568	170,000	$58.62
40 Ohio	$21,285,706	390,000	$54.58
41 Wyoming	$493,601	9,700	$50.89
42 Florida	$17,808,744	370,000	$48.13
43 Indiana	$7,965,658	180,000	$44.25
44 Georgia	$10,303,157	240,000	$42.93
45 Illinois	$18,609,182	440,000	$42.29

Source: *Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

**USA TODAY.

TABLE 20 (Continued)
4D INVESTMENT PER FEMALE-HEADED HOUSEHOLD: 1984
(Sequenced by federal and State investment per household)

	Total 4D Cost of Administration*	Female-Headed Households**	Investment Per Household: 1984
46 West Virginia	$2,620,460	64,200	$40.82
47 Virginia	$8,037,143	200,000	$40.19
48 Tennessee	$7,026,187	180,000	$39.03
49 So. Carolina	$4,445,434	130,000	$34.20
50 Texas	$14,441,857	470,000	$30.73
51 Mississippi	$3,005,724	106,700	$28.17
U.S. TOTAL	$713,090,559	8,426,100	$84.99

Source: *Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.
**USA TODAY.

TABLE 21
FEMALE-HEADED HOUSEHOLDS PER CHILD SUPPORT WORKER
(Sequenced by number of households per 4D worker in 1984)

Rank	Female-Headed Households*	Total Child Support Staff**	Households Per IV-D Staff
51 Texas	470,000	414	1,135
50 So. Carolina	130,000	116	1,121
49 Mississippi	106,700	119	897
48 Wyoming (1983)	9,700	13	746
47 Virginia	200,000	279	717
46 Illinois	440,000	630	698
45 Tennessee	180,000	260	692
44 Georgia	240,000	410	585
43 Missouri	170,000	293	580
42 Oklahoma	95,900	168	571
41 New Mexico	44,600	80	558
40 West Virginia	64,200	118	544
39 Rhode Island	37,800	72	525
38 Indiana	180,000	353	510
37 Alabama	160,000	324	494
36 Florida	370,000	752	492
35 Montana	20,100	41	490
34 Arizona	84,800	188	451
33 Kansas	65,000	146	445
32 Ohio	390,000	905	431
31 Maine	36,400	86	423
30 Kentucky	130,000	312	417

Source: *USA TODAY.
**Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

TABLE 21 (Continued)
FEMALE-HEADED HOUSEHOLDS PER CHILD SUPPORT WORKER

(Sequenced by number of households per 4D worker in 1984)

Rank	Female-Headed Households*	Total Child Support Staff**	Households Per IV-D Staff
29 New Hampshire	27,300	68	401
28 Arkansas	78,800	201	392
27 Michigan	360,000	925	389
26 South Dakota	17,000	46	370
U.S. AVERAGE			369
25 New York	820,000	2,256	363
24 Vermont	15,700	44	357
23 Iowa	73,000	221	330
22 Louisiana	180,000	547	329
21 Massachusetts	230,000	702	328
20 Dist. of Col.	48,800	158	309
19 Idaho	23,100	75	308
18 Connecticut	120,000	392	306
17 No. Carolina	240,000	806	298
16 North Dakota	13,500	46	293
15 Pennsylvania	450,000	1,583	284
14 Colorado	89,000	322	276
13 California	900,000	3,290	274
12 Nevada	28,000	104	269
11 Oregon	81,900	323	254
10 Wisconsin	140,000	563	249
9 Hawaii	29,400	123	239
8 Washington	130,000	555	234
7 Maryland	180,000	779	231
6 Minnesota	107,300	499	215
5 Utah	34,000	174	195
4 New Jersey	310,000	1,613	192
3 Alaska	10,300	84	123
2 Nebraska	40,500	374	108
1 Delaware (1983)	23,300	285	82
U.S. TOTAL	8,426,100	23,237	369

Source: *USA TODAY.

**Unpublished state-submitted documents obtained from OCSE under the Freedom of Information Act.

The ultimate destiny of the 4D program is certainly uncast at present. The inequitable way in which different States serve children, mothers who are sole providers, and working taxpayers who must pay for welfare (caused by the failure of fathers to meet their obligations) is obvious in the tabulations herein.

Commissions on child support can provide direction and leadership in selecting and achieving a humane and responsible destiny if their efforts are not subverted by the self-serving bureaucracies whose complacency and secretiveness must be overcome in so many States. At the same time, the most dedicated and responsible public servants cannot achieve very much when they are constrained by inadequate financial commitment and enabling legislation from their elected officials.

The following questions are offered for use by the State Commissions on Child Support as they assess the direction and magnitude of their recommendations for the programs that will affect the lives of countless citizens awaiting their action:

1. What are your expectations for 4D regarding the establishment of a child's birthright when that child is born out of wedlock?

2. To what extent should 4D prevent long-term dependency on welfare, first, by demonstrating that existing child support obligations can and will be enforced at all cost, second, by assuring young men that their financial responsibility for their children will, with great certainty, be established and enforced?

3. To what extent should mothers and children now on welfare be given the opportunity to escape that dependency by seeking to find and collect support from fathers who have not even been sought by 4D for five years or more?

4. Should State bureaucracies, in their search for federal bounty payments, be allowed to discriminate by socioeconomic status and, in effect, by race, by concentrating the vast majority of their 4D resources in seeking money only from fathers with substantial ability to pay support?

5. Should State bureaucracies, abetted by those in Washington, be allowed to practically ignore Congress' requirement for 4D to establish medical support requirements by failing to include the mechanisms for medical support enforcement in their State 4D systems?

What is the status of ongoing statutory oversight of the entire 4D process? This report demonstrates that the oversight is not current. As the recent Grace Commission report lamented, Washington is awash with data, but rarely do that data get converted into useful information with which competent managers can effectively operate their programs. Nor are the data converted into accurate, timely statistics that Congress can use to affect appropriate legislation and constructive oversight.

The most serious (but correctable) defect in overall 4D program oversight involves the grossly unnecessary delay in publishing 4D performance by which States can monitor themselves in comparison to their own past performance and current performance in similar States. States routinely report collections, expenditures and program activities (paternities established, e.g.) on a quarterly basis. The federal child support agency issues no quarterly reports. The data from the first quarter of fiscal 1984 (included in this report), although "available" for 18 months (we got it by use of the Freedom of Information Act), have not yet been made available to the Congress or the public, or to the various oversight agencies such as the Inspector General, the Government Accounting Office and the Office of Management and Budget.

The Office of Inspector General in the Department of Health and Human Services oversees not only the 4D program, but also the National Center for Health Statistics (NCHS), which collects and reports the extremely important social baseline data on births, illegitimacy, divorces, etc. By influencing the standardization of terminology and reporting cycles, the IG could greatly increase the amount of useful information that would be available for more timely 4D evaluation and planning.

The U.S. General Accounting Office has broad responsibilities for overseeing and directing legislative improvements for both the social and financial aspects of 4D. GAO could analyze the data generated by 4D, NCHS and the Census, along with the reports resulting from the tens of millions of dollars worth of "social research" funded by various agencies each year, to greatly improve the timeliness and relevance of its advice to Congress.

The Office of Management and Budget (OMB) is largely responsible for the long-term federal budgetary commitment to 4D. In 1984, there was not one State that failed to recover as much money from 4D as its State legislature had appropriated for 4D administration. On the other hand, the federal government invested more than it recovered from all but a few States, adding several hundred million dollars to the national deficit. How long before unfulfilled 4D expectations cause it to face the inevitable budget axe?

Several Congressional committees oversee the 4D program. The equity of 4D service with regard to the race or socio-economic status of those needing help has apparently not been analyzed.

It is hoped that these bodies will recognize the adverse impact of the apparent unequal protection under the law that prompted the writing of this report. They should redirect 4D to meet the long-term needs of American society, not just the short-term dollar gratification of an impersonal bureaucracy and an overwhelmingly inundated court system.

IN CONCLUSION

Child support enforcement is a highly complex, expensive process even before 2.4 million new cases per year force their way into it. That the number of support-paying cases increased by only 86,663 from 1983 to 1984 cannot be allowed to establish a lasting trend because of the personal and financial impacts on the children and mothers, as well as the average working taxpayer.

Because 4D deals with local civil (and often criminal) courts, it is highly reliant on "official" documents, making any successful 4D action an unimaginably paper-clogged process. Because the court documents pass through an ancient labyrinth of manual procedures, involving prosecutors, process servers, judges, semi-judicial "referees," even when the mother and absent father live in the same city, inter-State (and even inter-city) enforcement cases are rarely even attempted. National data show that no State has found an alternative to a sizeable investment in staff and administrative support to achieve even minimal success in 4D.

Tables 19 thru 21 provide four remarkably consistent perspectives to be pondered by State Commissions on Child Support which must chart their State's 4D path for the future. Together they show that the State-initiated investment has a profound, not always desirable effect on 4D results.

1. While 19 States exceeded the national average in support collection per female-headed household (TABLE 19), 17 of those 19 had a lower than average number of households per 4D worker (TABLE 21). Only two States achieved higher than average success at collecting child support with an above-average case to worker ratio.
2. The top 10 States in 4D administrative investment per female-headed household (TABLE 20) were also the top 10 in support collected per female-headed household (TABLE 19)!
3. Nine of the ten lowest collection levels shown in TABLE 19 were among the 13 highest case to worker ratios in TABLE 21. No State was able to "skim" cases with high dollar collections without adequate staffing.
4. The bottom 4 in collections in TABLE 19 were among the bottom six 4D investors in TABLE 20. Low investment insures low results.

It can also be noted that 21 out of 30 States with below average paternity effectiveness (TABLE 5), are investing in 4D at a rate below the average shown in TABLE 20.

The charted course will be difficult and expensive. The rewards will be the measurable benefits to the children, mothers and average working taxpayers.

CASE STUDY: TEXAS

As the Nation's third most populous State, Texas displays some of the most profound exceptions to the national norms in many measures associated with female-headed households, particularly as they relate to child support. This case study focuses on an examination of statistical data gathered by the U.S. Census, and comparisons with various related measures reported to the federal government by State Child Support, Public Welfare, and Vital Statistics agencies. The case study is offered in order to show the complete picture drawn by the preceding data for a given state.

We are optimistic that a renewed commitment to improving the Texas Child Support Program was made in 1984. In the last election, the people of Texas voted to repeal the Constitutional prohibition against garnishment of wages. The repeal of this historical barrier to improvement should allow Texas to make strides in all areas of child support service. It is hoped that questions raised in this case study will help to shape a vigorous examination of the past and future role of child support enforcement in Texas.

Federal funding and administrative oversight for child support activity was established by Title IV, Part D of the Social Security Act in 1975, creating the so-called 4D program. Initially intended to reduce the cost of welfare to the working taxpayer by forcing fathers of children on welfare to pay child support, 4D has been expanded to entitle ALL children to the primary 4D services: establishing paternity and support obligations for children born out of wedlock or deserted by their legal fathers, and enforcing all court orders for child support. The extension of these services to non-welfare children was made partly to help prevent children from becoming dependent on welfare, and partly to help keep children from returning to welfare once their father had begun paying child support.

Child support enforcement is a State-administered program with substantial (70%) federal reimbursement for all ongoing administrative expenditures, 90% reimbursement for implementing computer systems to enhance the child support process, and "bounty" payments as further incentives for successful State 4D action. Federal legislation also provides an extensive, nation-wide parent locator service and facilitates 4D action when the father lives in a State other than that in which his children live.

A number of important questions face the government of Texas, based on some speculative, but many hard data contained in the preceding report on nationwide 4D opportunities for improvement. The points raised below are derived from Texas' position in various tables in the report, and are referenced as TABLE x, where "x" is the table number in the report.

Amendments to Title IV, Part D passed in 1984 require each Governor to establish a State Commission on Child Support, to look at all aspects of that topic, and issue a comprehensive report by October, 1985.

QUESTION 1. HOW MANY FEMALE-HEADED FAMILIES IN TEXAS NOW QUALIFY FOR 4D HELP?

In one very important measure, Texas is very close to the national norm. Published data estimate that there are 3,700,000 households in Texas; of these, 470,000 (about 1 out of 8) are female-headed, with the father of the children absent from the home for one of the following reasons: divorce or legal separation, desertion by the father (although he remains married to the mother), or desertion by a father who never married the mother of their children. This ratio is slightly better than the nationwide average of one family in seven (See TABLE 1).

Nationally, about 36% of female-headed households receive welfare benefits, largely due to the absence of the father from the home, and his failure to provide adequate child support to enable his family to escape dependency on welfare. In 1982, an estimated 83,900 such families in Texas, some 18% of the female-headed households, were on AFDC. (Other AFDC families qualified because of the death, incarceration, institutionalization or incapacity of the father, or when children were living with non-legally-responsible relatives: grandparents, older siblings, etc.).

As shown in TABLE 2, another 91,700 female-headed households in Texas have sought child support help from the 4D program. This leaves an estimated 290,000 female-headed households not accounted for by either AFDC or 4D.

QUESTION 2. HOW BIG A FACTOR IS ILLEGITIMACY?

4D pays virtually all of the court and other administrative expenditures associated with forcing the father of a child born out of wedlock legally to acknowledge his paternity of his child and to accept a certain financial responsibility for the upbringing of the child. If paternity is established against a young father, unable to pay more than a token amount of a few dollars a week, the investment in the investigation, court action, blood tests, etc. appears excessive, when compared to the first year's collection—if any. However, the father can, through the 18 years of his obligation, be legally obliged to pay amounts more consistent with his earning capacity as he becomes older. Even an 18 year old father will be 36 years old by the time his child no longer qualifies for welfare; unless, of course, the child was a female who now continues the much-discussed "welfare cycle" by having illegitimate children of her own.

TABLE 3 shows that illegitimate births as a percentage of all births were 13.9% in Texas in 1982, well below the national average of 19.4%. By sheer population size, however, there were 41,447 illegitimate births in Texas in 1982. TABLE 4 shows that illegitimate births to black mothers in Texas, even at 44.9% of total births to blacks, was well below the national average of 56.7%. The 18,164 illegitimate births to blacks constituted 43.8% of all illegitimate births in Texas.

TABLE 5 shows that Texas' 4D program established a paternity for only one of every 22 illegitimate births. That the problem is not short-term is seen in TABLE 6. From 1980–1982, paternity was established for 5,138 children against 115,884 illegitimate births. TABLE 7 shows that from 1983 to 1984 the number of paternities established in Texas decreased to 769.

QUESTION 3. WHAT HAPPENED TO THE CHILD SUPPORT OBLIGATIONS?

When one of a child's parents leaves the household, there is no enforceable demand that the absent parent, usually the father, pay child support until a Texas court has ordered him to do so. 4D provides federal administrative matching funds for virtually all of the expenses associated with obtaining support obligations: investigating the father's circumstances to determine a proper amount for him to be ordered to pay on a periodic basis; locating him; conducting a formal hearing or even trial.

Federal reports indicate that there were about 53,400 divorces in Texas in 1983 in which one or more minor children were involved. The total number of support obligations established by the Texas 4D program in 1983 was 13,523 as shown in TABLE 8. It is suspected that the number of parental desertions resulting in children qualifying for AFDC in Texas is roughly equal to the number of divorces involving children, so the total number of families needing support obligations was probably about 100,000.

Support obligations are of value only if they lead to child support collections. TABLE 9 shows that, between 1978 and 1984, Texas' 4D program established 85,812 support obligations. Unless the obligation was fully paid up and discharged by a court, these obligations remain enforceable today. As of 1984, the total number of 4D cases with any payments was 9,249. Thus, over 40,000 obligations established by 4D over those seven years are presently inactive; arrearages are growing; the children are either totally dependent on their mother's income, or through welfare, on the working taxpayers of Texas.

TABLE 10 shows that the number of obligations established in Texas fell from 13,523 in 1983 to 10,437 in 1984.

QUESTION 4. WHAT ABOUT 4D CASES OPENED IN 1984?

The underlying objective of 4D is to collect child support. 167,052 new 4D cases were opened in Texas during 1984. Some needed to have paternity established first, others required an enforceable support obligation to be established—all provided potential payors of child support. TABLE 11 shows that, compared to 1983, the average number of families receiving child support (either directly to help the family or to offset welfare costs) rose by 926. 0.6% of the "opportunities" were activated, in addition to replacements for cases that stopped paying during the year.

With 167,052 new cases opened in 1984, action on many depended on locating the father. For 57,616 AFDC-related cases opened in Texas in 1984, Texas' 4D program reported locating only 630 (TABLE 12). For the 109,436 non-AFDC 4D cases opened, only 795 absent parents were located (TABLE 13). TABLE 14 shows that from 1983 to 1984, the number of absent parents located by Texas' 4D program dropped from 4,119 to 1,425.

QUESTION 5. WHAT ABOUT THE INCREASE IN PAYING CASES?

TABLE 15 shows that the average number of 4D cases with support payments rose by 11.1% from 1983 to 1984. While this ratio exceeds the national increase, it pales next to the 167,052 new cases opened in 1984, each providing one opportunity to the 4D program.

QUESTION 6. HOW WELL IS THE TEXAS TAXPAYER PROTECTED BY 4D?

Nationally, child support is collected for about one out of five mothers on AFDC due to an "absent" father; in Texas, it is one out of 16, as seen in TABLE 16.

QUESTION 7. HOW WELL ARE NON-AFDC CHILDREN PROTECTED BY 4D?

Nationally, one non-AFDC female head of household out of ten receives child support payments for her children through 4D. TABLE 17 shows that in Texas, the ratio is less than 1 out of 83.

QUESTION 8. WHAT WOULD BE A GOOD TARGET FOR 4D FOR TEXAS?

Child support presently operates at an almost Sisyphean level in Texas, considering the present backlog of hundreds of thousands of non-paying cases to which is being added more than 10,000 new cases opened each month. Since child support is, by its reliance on the judicial system, a labor-intensive, highly paper-dependent process, it is unlikely that any wide scale remedial effort could achieve success in less than five years. Since population changes, the economy and other factors cannot be accurately predicted, a simple criterion for child support is suggested: each child should receive a minimum of $5 per day from his or her absent parent. Of course, any greater amount would be a laudatory achievement for this State.

At present, as seen in TABLE 18, there are an estimated 940,000 children in need of child support in Texas. The $5 standard would call for $1.7 BILLION to be collected each year. The present $25 million collected each year represents just over 1% of the target.

TABLE 19 shows that 49 States exceed Texas' present level of $1.02 per week, per female-headed household, which is less than one fifth the national average. TABLE 20 strongly suggests why this is the case; those 49 States all invest more State and federal money per female-headed household into their 4D programs.

TABLE 21 clearly shows the present situation in Texas. There is one child support staff member for every 1,135 female-headed households in Texas, with nearly 400 new cases added each year.

CONCLUSION

Texas' 4D program closed over 100,000 cases in 1984. Child support debts, whether owed to mothers who shouldered all of the financial burden of raising their children, or owed to the working taxpayers of Texas who paid for welfare benefits, are not forgiven until the absent parent pays them. These closings effectively eliminate the possibility of ever recovering the debts, and thus acknowledge the overwhelming backlog of the Texas Child Support Program.

With 470,000 female-headed families not presently being financially helped by Texas' 4D program, and another 160,000 new cases appearing each year, Texas' Child Support Commission is obliged to think defensively. By October, 1985, federal law requires states to "advertise" the availability of 4D services to non-welfare families. If a significant number of those families in need of 4D assistance were to ask for help, Texas' 4D program could be literally swamped. This could pose a potentially volatile social, and political problem for all branches of Texas government.

"The authors of this book have gathered together a large body of information on various aspects of State child support activity. I believe the States will find this information useful as they set about assessing their strengths and weaknesses in the process of implementing the 1984 child support amendments."

— Senator Russell B. Long
Ranking Minority Member
and former Chairman of
the Senate Committee on
Finance